

Quinquennial Review of Sport England: Stage One

July 2001

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Section 1: Overview

- 1.1 The Modernising Government White Paper set out the Government's commitment to achieve better public services that are of higher quality, and are more responsive to meeting the needs of the people who use them. The services and functions provided by Executive Agencies and executive Non Departmental Public Bodies (NDPBs) are at the heart of this programme of continuous improvement. Government Departments are required to review Agencies and executive NDPBs so that they deliver better services to the public, are easily accessible and simple to use. Agency and NDPB Quinquennial reviews are based on five principles: challenge; compare; consult; compete; and collaborate. Sport England is one of eleven NDPBs sponsored by DCMS identified for the 2000/01 rolling programme of quinquennial reviews, which will ensure each NDPB is reviewed every five years.
- 1.2 The Quinquennial Review considers the role of Sport England, the importance of this role to Government and the public, and the best way of fulfilling this role. It is particularly timely as:
- Sport is riding high on the success of the Sydney Olympics
 - The Government has identified the importance of sport to the people through its strategy for sport – A Sporting Future for All. This strategy has been developed into a challenging action plan that will demand new partnerships and new ways of working in sport
 - The Cunningham Review of the funding for world class athletes will help to clarify the respective roles of Sport England and UK Sport in providing a pathway to the highest level for all those with the ability and desire to attain it
 - Regional Government provides new opportunities for sport to contribute to the development of communities and to make a real difference to people's lives
 - There is a growing recognition of the social and economic impact of sport
- 1.3 Of all the organisations that have an interest in sport, Sport England is unique in having the development of sport as its primary objective. Sport's voluntary sector, including the national governing bodies, is also unique in having as its primary function the delivery of sport development. Sport England has contributed significantly to the current success story of sport and over the last five years has developed the Lottery strategy, invested in community developments, established the World Class Programme, brought more opportunities for sport into schools, and developed new alliances for increasing social inclusion. And the case for public support for sport is continuing to be proved, bringing with it a range of important benefits to individuals and to the community. This review will look forward and the consultation undertaken for the first stage of the review produced some consistent messages about what Sport England has the potential to be:

- the strategic leader in sports development and able to implement its strategy collaboratively, co-operatively and creatively with other national organisations and through its regional offices
- the catalyst for empowering local partners to develop and deliver sports opportunities for all
- a conduit through which resources are directed to the right place at the right speed – as simply and efficiently as possible
- an operator working through well resourced, flexible, regional structures, within a national framework and to national standards
- an advocate for sport; a broker; a specialist adviser; a network engineer

1.4 The consultation exercises revealed doubts over whether Sport England was fulfilling this potential. These doubts undermine some of the good work that Sport England undoubtedly does and can limit the ability of other organisations to perform to their full potential. Among the concerns raised were:

- a lack of clarity among Sport England's partners of the role and purpose of Sport England, reflected to some extent among Sport England staff;
- perceptions that Sport England is reluctant to release direct control and ownership from the centre of the variety of programmes;
- whether Sport England's achievements were being driven by funding imperatives rather than by long term development needs;
- how to resolve irritations caused by the perceptions of apparently bureaucratic requirements imposed upon both Sport England and its partners by its funding relationship with the DCMS.

1.5 *The Government's Plan for Sport* sets out the future for Sport England as a powerful sports development organisation creating the infrastructure to ensure sustainable sporting provision by enabling partners and facilitating partnerships. This report will recommend that Sport England should continue as the organisation which offers strategic leadership for the development of sport, and should continue as an NDPB to deliver this. It will be necessary in stage two of this review to look in more depth at the ways Sport England can best deliver this role, and also, notwithstanding the very many positive aspects of Sport England's work, address the concerns raised by its partners if Sport England is to work with them in a truly effective relationship. The recommendations at the end of this report highlight areas which the second stage of the review should examine further in order to empower Sport England to make a major contribution to a sporting future for all.

Section 2: Overall Aims

- 2.1 Stage one of the review will determine whether there is a continuing need for the services provided by Sport England; whether there are additional services to be provided and assess whether those services are best delivered by Sport England.
- 2.2 In the course of this, the review will consider specifically:
- The role and functions of the services delivered by Sport England and how, and to what extent, these functions contribute to the delivery of wider DCMS and Governmental objectives
 - The links Sport England has, or should have, with other parts of the public sector, including regional and local government, and with the private, education and voluntary sectors
 - Sport England's past performance against its aims, objectives and key targets and quality standards
 - What Sport England's customers and other interested parties (including its staff and trade unions) think about its role and performance and responsiveness to their needs; and whether there are any groups whose needs should be, but are not being addressed
 - The type of organisation that would be best suited to delivering responsive, efficient and quality services in the future, examining in particular the following options: abolition, continued NDPB status, market testing, merger or rationalization; privatization and strategic contracting out
 - Examples of good practice in Sport England's delivery of services.

Consultation

- 2.3 Stage one of the review has involved consultation with a representative cross section of external partners of Sport England and of its employees, through a structured stakeholder questionnaire. The response rate to this questionnaire (45% of external partners and 37% of employees invited to respond) was disappointing. However, the small sample produced consistent themes that have been reinforced through face to face interviews between the Lead Reviewer and selected external partners and Sport England employees. Extensive reference has been made to documentation provided by Sport England. Recommendations are listed later in the report with suggestions for further consultation linked to each.

Section 3: The Case for Public Subsidy

- 3.1 This section sets out the case for public sector involvement in the financing and organisation of sport. There is evidence to suggest that high national levels of sport participation bring a range of important benefits to individuals and more broadly to the community. The evidence is at its strongest in relation to the contribution of sport and exercise to improving and promoting health, but in education sport can also make a positive contribution to the whole school ethos and performance and indeed education is a major sponsor of physical activity and sport. Sport makes a unique contribution to the Government's aims to promote social inclusion and the building of communities and is particularly important in offering opportunities to those who are at risk of social exclusion and disaffection. The contribution of sport and leisure in relation to social exclusion and disaffection lies in the development of personal skills and qualities which are essential to participate in the community. Regular exercise and sporting activity make a valuable contribution to a number of the Government's broad public interest goals.
- 3.2 There are also intrinsic benefits from promoting participation in sport. Achievement in international sporting competition raises Britain's profile and prestige overseas and promotes a sense of identity and national pride. It contributes to the broader social goals by stimulating interest in sport, and thereby helps to increase participation, and provides a social element and enjoyment to people's lives. In addition, some benefits of engagement in physical activity and sport are distinctive and irreplaceable. It is largely through physical activity and sport that the body and its movement are meaningfully and purposively engaged in human action, although manual work still has a role for some. In a world where reality is increasingly confined to the cerebral and virtual, it is particularly important that through sport and physical activity, the physical self can continue to play its distinctive part in overall personal development.
- 3.3 The contribution of sport to a number of the Department's objectives and to broader Government priorities is set out below.

Health

- 3.4 The evidence is strongest in relation to the contribution of sport and exercise to improving health. Appropriate levels of regular physical activity can significantly reduce the incidence of heart disease, stroke and some cancers; it improves circulation and reduces high blood pressure; helps prevent obesity-related disease, such as diabetes; maintains bone density and helps prevent osteoporosis; and improves function and co-ordination, reducing the risk of accident and injury, especially amongst older people. (See e.g. *Allied Dunbar National Fitness Survey*, Health Education Authority and Sports Council, 1992, *Health update 5: Physical activity*, Health Education Authority 1995, and many others). There is, in addition, strong evidence of the benefits of sport-based physical activity for mental health, including reducing stress and anxiety, decreasing mild to moderate depression and emotional benefits.
- 3.5 While these benefits can be achieved by methods other than participating in sport, sustaining the required levels of exercise needs a variety of activity, with a social element. The main

advantage of the use of sport in improving health is that it is one of the few positive factors - most other health improvements consist of not doing certain things. Sport and organised exercise have an important role: evidence suggests that few people achieve the necessary levels without some participation in sport. Expenditure on sport leads to direct savings on the National Health budget, for example, in the prescribing of anti-depressants.

Education

- 3.6 The evidence on the link between school sports provision and educational attainment is small but growing. The Specialist Sports Colleges programme based in secondary schools has demonstrated (Ofsted report May 2000), that schools which focus on physical education and sport raise academic standards more rapidly than their counterparts. It comments in relation to one school(p40)

Students' self-esteem has been raised in all subjects, not just PE. Continued improvement in National Curriculum tests and GCSE examination results appear to testify to this.....the impact on students' achievement across the school is judged by the teachers to have been positive.

- 3.7 Ofsted draws the key message that “strong programmes of curricular and extra-curricular physical activity and sport can make a positive contribution to the whole school ethos and performance.” There are clear links between physical, cognitive and social development and there is also evidence about good programmes of PE and school sport in improving school attendance and retention, and also in delaying the development of negative attitudes to schooling. This is supported by the findings of the recent Qualifications & Curriculum Authority project on PE and school sport .which showed that schools with good records in PE and school sport report higher attainment in PE among pupils, as might be expected, but also higher achievement across the curriculum. High levels of participation were also characteristic of these schools with good attendance figures and improved behaviour reported as a result.

Social Inclusion

- 3.8 Evidence on the contribution of sport to social inclusion is patchy, but examples of good practice with significant long term benefits are available (see PAT 10 report and Scottish Office research report prepared by The Centre for Leisure Research) . The contribution of sport and leisure in relation to social inclusion lies in the development of personal skills and qualities which are essential to participating in the community, and in designing activities which specifically address barriers to full inclusion of commonly excluded social groups. The unique benefits of sport derive from its appeal to sections of the community which are less likely to be engaged by other forms of provision. There are a number of case studies of sport being used to attract young people into programmes which include education and training, individual and family counselling and other forms of support (e.g. the NPFA's Midnight Basketball project). The collaborative nature of sporting activity and the opportunities it provides to take responsibility for leadership and organisation offer important possibilities which other forms of activity do not readily provide. Education in sport can act as a bridge between exclusion and inclusion and DCMS has commissioned Leeds Metropolitan University to work with 14 social

inclusion projects across the arts, sport, culture and leisure with educational goals to assess the effects. The Positive Futures projects, part of Sport England's Active Community initiative which aims to address more widespread social justice issues, have been developed through a partnership between Sport England, the Youth Justice Board and the UK Anti-Drugs Co-ordination Unit and the results will be subject to extensive evaluation.

- 3.9 A brief summary of the evidence on the wider benefits of sports participation is set out in **annex C** of the report.

Provision

- 3.10 We argue that public provision is justified in order to ensure that all parts of the community have access to a range of sporting provision, and to encourage widespread take-up of sporting opportunities. While there has been growth in commercial provision of certain sports facilities and programmes, comprehensive provision of sports facilities and activity accessible to the whole population is not provided by the market. The private sector is active in sections of the market with commercial potential such as fitness and racket sports. These are essentially individual pursuits with up-market appeal.
- 3.11 There is little evidence anywhere in the world of commercial provision of a wide range of sporting activity. The organisation of team sports requires a high level of information exchange, co-operation and continuing commitment. The high opportunity cost of using urban land for sporting purposes means the market is unlikely to provide extensively for outdoor sport which needs specialist facilities e.g. pitch sports or athletics. The strong measures which have been necessary to protect playing fields in this country is ample evidence of these pressures.
- 3.12 Sports facilities are costly to create and to maintain. The market does not provide a sufficient return to make widespread provision commercially viable. Given the substantial social benefits of widespread participation in sport, there is clear evidence that a range of social policy benefits can be secured by supplementing the provision made by the market and by partnership working between the private and public sectors. However, the demands of multi agency working are unlikely to be taken on by the private sector operator and there is a strong case for some public intervention to increase provision and the uptake of opportunities.
- 3.13 Without a strategic sporting organisation, the larger sports would undoubtedly carry on independently, pursuing their own objectives. But the majority of sports would still require government support, and co-ordination to avoid duplication of effort, further disparity and falling standards of governance. The market cannot be relied upon to secure the range of benefits, and in particular to ensure that opportunities are available to all.

The organisation of sport

- 3.14 The main providers of sporting opportunities are voluntary sports clubs, local authorities, schools, further and higher education and the private sector. The organisation of sport in the

UK (as in most other countries) is highly fragmented, reflecting its haphazard development over a long period, with its roots almost entirely in voluntary organisations. The professional administration of sport is a relatively recent phenomenon and many sports remain largely untouched by it. Major spectator competitions such as the Football Premiership and Football League, the national Leagues in Rugby Union, and the major professional tennis tournaments are often professionally run, well remunerated, and generate substantial revenue for the sport. But neither the professionalism nor the resources necessarily reach to the grassroots level of every sport.

- 3.15 A central strategic body is essential to the coherent planning of sports provision across the country, and the absence of public subsidy would mean that many small but significant sporting organisations would become unsustainable, and that the planning, management, maintenance and provision of community sports facilities would be substantially diminished.
- 3.16 There is scope for exploring whether it is possible to expand commercial provision in some sports to reduce dependence on public subsidy. Modernising governing bodies of sport to enable them to become more professional is a main theme of *A Sporting Future for All*. Work on this is in progress.

Section 4: Government Objectives for Sport

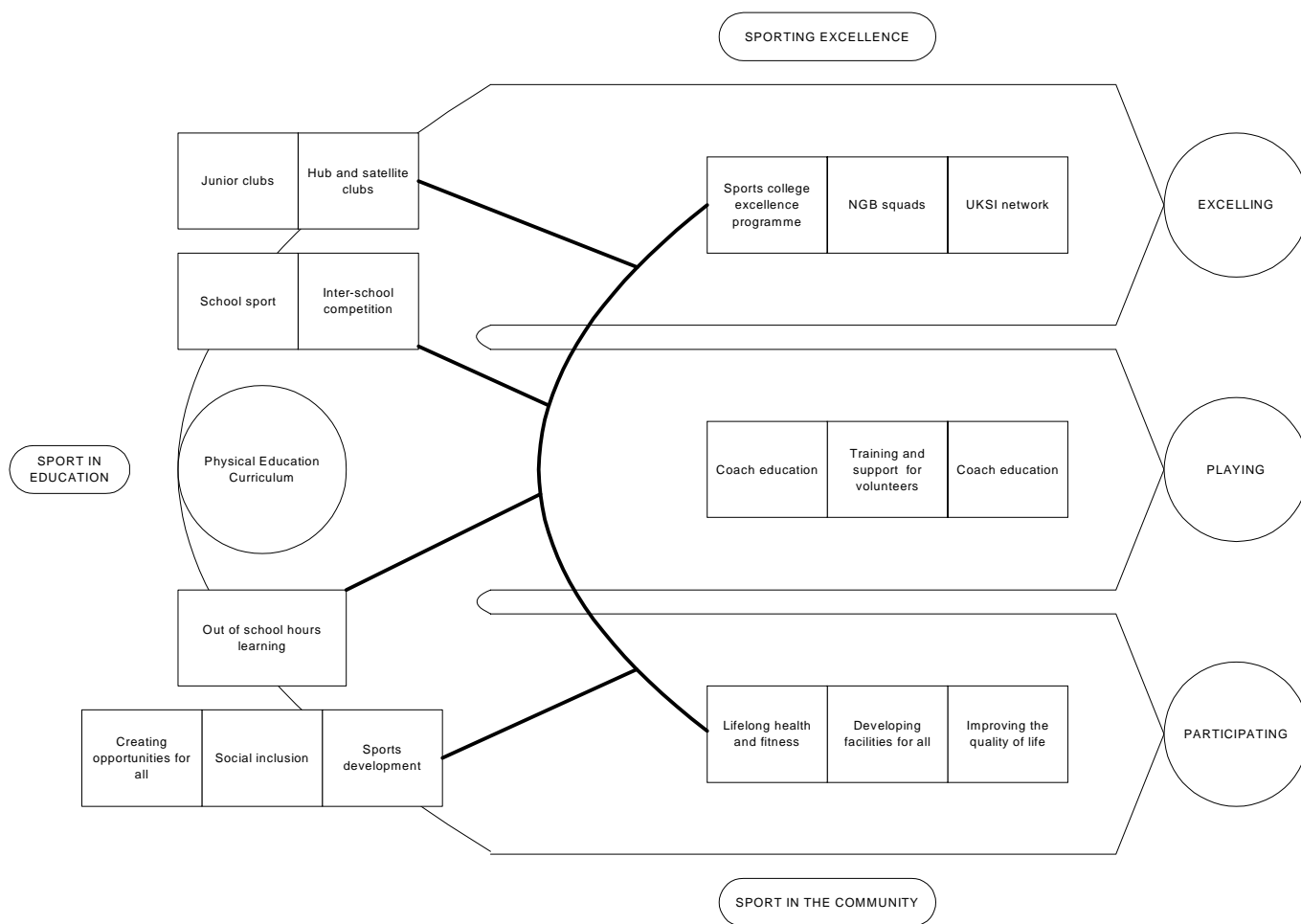
DCMS OBJECTIVES

- 4.1 The Department aims to improve the quality of life for all through cultural and sporting activities and to strengthen the creative industries. Its objectives are to:
- Create an efficient and competitive market by removing obstacles to growth and unnecessary regulation so as to promote Britain's success in the fields of culture, media, sport and tourism at home and abroad
 - Broaden access to a rich and varied cultural and sporting life and to our distinctive built environment for this and future generations
 - Develop the educational potential of all the nation's cultural and sporting resources; raise standards of education and training; ensure an adequate skills supply for the creative industries and tourism; and encourage the take up of educational opportunities
 - Ensure that everyone has the opportunity to achieve excellence in the areas of culture, media and sport and to develop talent, innovation and good design
 - Maintain public support for the National Lottery and ensure that the money used for good causes supports DCMS and other national priorities
 - Promote the role of the Department's sectors in urban and rural regeneration, in promoting sustainability and combatting social exclusion
- 4.2 Taking these objectives as a starting point, Ministers have identified the following key issues for sport:
- Encouraging excellence at every level
 - Better training, sports science and medicine facilities
 - More participation in sport by more people, particularly young people, women, among ethnic minority groups and people with disabilities
 - Modernization and reform of sports governing bodies
 - Enabling athletes to participate equally in drug-free sport
 - Ensuring role of sport in education in schools and lifelong learning is enhanced
 - Better training and education in sports coaching and for officials
 - Removing obstacles to success for British sport
 - Promoting UK sport overseas
 - Bringing more major international sporting events to the UK

- Promoting the UK as a venue for International Sports Federations
- Ensuring the right infrastructure exists to boost support for the use of Lottery money given to sport
- Using sport to improve the lives of the socially excluded
- Using sport-based activity/development as a means of regeneration

THE GOVERNMENT’S SPORT STRATEGY

4.3 *A Sporting Future for All*, published in April 2000, set the framework through which the government’s objectives for sport and for achieving its wider agenda through sport, could be achieved. The following diagram shows the Pathways to Success proposed by *A Sporting Future for All*.



4.4 The Government tasked a Sport Strategy Implementation Group with devising an action plan for delivering this vision of how sport should work for the participant and for achieving the objectives set out in *A Sporting Future for All*. A significant proportion of the action points

arising from the Implementation Group's work fall to Sport England - or an equivalent organisation - to carry forward. The Implementation Group's Action Plan - and *The Government's Plan for Sport*, published in April 2001 and largely based on the work of the Implementation Group, place a great deal of emphasis on partnership and strategic working. *The Government's Plan for Sport*, which was in essence written by sport, describes a powerful sports development organisation creating the infrastructure to ensure sustainable sporting provision by enabling partners and facilitating partnerships. *The Government's Plan for Sport* covers some issues which will be looked at later in this report. Other than these, the action points within the Plan which are identified as being Sport England's responsibility are summarised below.

Sport in Schools

- 4.5 Sport England has a key role in the School Sport Alliance, established in November 2000 to ensure that there is a co-ordinated approach across all initiatives relating to PE and school sport that will have the maximum benefit for the greatest number of pupils. Consultation with Local Authority representatives and equity groups will take place as the Alliance establishes a clear plan and prioritisation process for the distribution of funds and develops an incentive scheme for schools or colleges wishing to adapt their facilities, or open them up, for community and club use. Existing and new facilities should provide equal opportunity for participation, acknowledging differences in need based on gender, ethnic diversity and disability.
- 4.6 Sport England's role in improving the stock of school sport facilities has included work with DfEE to develop a single set of design specifications and building bulletins for school facilities. *The Government's Plan for Sport* requires them to work in partnership with others, devise design guidance and planning modules for facilities, covering quality, need, fitness for educational purposes and benefit for the community; to refine Sport England's mapping of existing provision to identify areas of greatest sports facility need in the most deprived areas; and to design, with DfEE and the Youth Sport Trust, a fast track Lottery system specifically for Specialist Sports Colleges.
- 4.7 Sport England manages the School Sport Co-ordinator initiative for the partner organisations and contracts delivery of support and development for Co-ordinators to the Youth Sport Trust. School Sport Co-ordinators are at the heart of the Government's plans for improving physical education and school sport, since they will be among the first capable of delivering the two hour entitlement to high quality physical education and sporting activities, within and around the school day, which the Government has stated it intends to offer.
- 4.8 Child protection issues and the health and safety of the pupils are key concerns for the Government - as well as for teachers and parents. The increase in the numbers of classroom assistants and recently announced programmes such as the New Deal Assistants and Leadership and Volunteering in Community Sport schemes will result in more adults other than teachers working on school sites. Sport England is tasked with reviewing its support for the inter-agency Child Protection in Sport Unit housed by the NSPCC.

Sport in the Community

- 4.9 The Sports Lottery Fund, in committing over £412 million to 700 Local Authority facility projects since the Lottery began, is having a significant impact on local regeneration - what *The Government's Plan for Sport* calls “ **developing communities through sport**”. Sport England also plays a key role in offering technical guidance for facility projects, as well as being statutory consultee on the disposal of playing fields. Knowledge of facility provision is key to the developments of sport in the future and the Plan calls on Sport England, in consultation with relevant Government Departments, to produce guidance to enable Local Authorities to complete playing fields audits and to develop local playing field strategies linked to specific local Sports Development Objectives. Sport England has started this work as part of the NOF Green Spaces initiative, which sees £31.5 million of NOF money delegated to Sport England for the development of more playing spaces.
- 4.10 Sport England's facilities database and planning model provides a useful resource, although it is not yet fully comprehensive. Under *The Government's Plan for Sport* Sport England will develop the database over the next three years to include comprehensive details of all facilities accessible by the public and, through its regional offices, encourage Local Planning Authorities to draw up more comprehensive development plan policies for sport and recreation which take into account both public and commercial provision and also the role of planning obligations in providing and maintaining more socially inclusive community sports facilities. Sport England is also tasked with working with DCMS, the LGA and other relevant organisations to co-ordinate existing and ongoing research into the contributions that sport can make to the social inclusion agenda, in order to create a robust body of evidence which must be effectively disseminated to inform policy making.
- 4.11 In terms of the **development of sport in the community**, key tasks for Sport England relate to club and talent development. With partner organisations, these include a pilot programme to devolve funding to 6 governing bodies which have worked up talent development frameworks, to enable them to target funds according to the priorities identified in the framework. Sport England will also set up a year-long research project into best practice in talent development, including a desktop review of multi-sport clubs and the setting up of 4 pilot projects based on two European models: one site multi-sport clubs, and geographically close separate site clubs sharing support services.

Training & Development

- 4.12 The Government's Plan for Sport tasks Sport England with becoming the national advocate for volunteering in sport and developing a national strategy for the recruitment, retention and reward of the army of volunteers on which sport relies. This would include supporting NGBs to develop and implement volunteering strategies through which they can provide direction and support to volunteers and offer sound volunteer management; running pilots to establish and then disseminate good practice; reviewing the training and support needs of volunteer managers and administrators at club, county, regional and national levels. Sport England is also currently engaged in an audit of existing academic and vocational training provision for

Sports Development Officers with SPRITO, the National Training Organisation for sport, recreation and play. This work will provide a basis for a review of national standards in sports development, a survey of employment patterns to establish the sports development career structure and the setting up of a national think tank to identify future sports development needs.

SPORT ENGLAND’S ROLE AND FUNCTIONS

Role

4.13 Government funding for sport across the UK amounted to £69.8 million in 1999/2000. This grant-in-aid is shared between the four national sports councils - in England, Scotland, Wales and Northern Ireland - and the UK Sports Council which focuses on high performance sport at the UK level, with the express aim of achieving sporting success on the world stage. Sport England is responsible for developing and maintaining the infrastructure of sport in England and receives Exchequer funding to this end. Sport England's Exchequer funding also includes funding for Sportsmatch, a sports sponsorship incentive scheme. Until January 1999 Sport England was known as the English Sports Council, which is still its trading name.

Grant in Aid to Sport in England:

Year	Total £m	GB Sports Council £m	English Sports Council £m	UK Sports Council £m	Sportsmatch - England £m
1996/97	50.61	28.17	15.24	4.00	3.2
1997/98	48.73		33.73	11.80	3.2
1998/99	48.09		33.29	11.60	3.2
1999/00	50.47		34.50	12.60	3.37
2000/01	50.57		34.60	12.60	3.37
2001/02	60.63		39.60	17.60	3.43
2002/03	72.88		49.6	19.6	3.68
2003/04	97.98		74.6	19.6	3.68

4.14 Sport England also distributes National Lottery money for sport in England. Sport is one of the six good causes which currently benefit from the proceeds of the National Lottery. Sport’s share of this money is split between the four national sports councils and UK Sport. Funds between the four national sports councils are shared according to the following percentages, which relate to population as a percentage of the UK as a whole: England 75.6%; Scotland 8.1%; Wales 4.5%; Northern Ireland 2.6% . UK Sport receives the remaining 9.2% to fund the World Class Performance Programme and the UK Sports Institute.

Lottery Funding for Sport in England:

Year	Total £m	GB Sports Council	English Sports Council	UK Sports Council
1994/95	1.38	1.38		
1995/96	32.32	32.32		
1996/97	85.16	85.16		
1997/98	152.85		152.85	
1998/99	376.43		376.43	
1999/00	246.78		231.42	15.36

Functions

- 4.15 The Royal Charter defines the English Sports Council's remit as being "to foster, support and encourage the development of sport and physical recreation and the achievement of excellence therein among the public at large in England and the provision of facilities therefore." Sport England interprets its remit as being to "lead the development of sport in England by influencing and serving the public, private and voluntary sectors" - its principal aim as set out in its funding agreement with DCMS. The functions needed to deliver these objectives - the activities which should be undertaken - can be split into four distinct roles.
- 4.16 **Providing a strategic framework:** Sport is a fragmented and disparate sector - there are over 140 national governing bodies of sport officially recognized by Sport England; every Local Authority has officers who have with an interest in and a responsibility to encourage the development of sport; there are an estimated 100,000 local sports clubs across the country and there is an army of volunteers who sustain sport in England. A strategic framework is needed to ensure that sport is operated in a fair, transparent and equitable way and that opportunities to participate are available to the widest range of people and to identify - and target support towards - areas where sporting provision is weakest.
- 4.17 **Advocacy:** A number of Government departments have policies that impact on sport or towards which sport can contribute. There is a role for an organisation outside Government to represent the interests of sport to Government and other agencies and to argue the case for sport's contribution to the delivery of key Government objectives. A single body at arm's length from Government can promote the importance of sport, encourage debate about it and raise awareness of the contribution it can make to an individual's self-esteem and to community pride. There is also an important advocacy role in the regions - persuading local authorities to spend on sport and recreation and promoting sport as a tool for community regeneration and social inclusion.
- 4.18 **Setting standards:** The Government committed £37.9 million of Exchequer funding to sport in England in 1999/2000 to support the widening of participation and the pursuit of excellence through the development and maintenance of the sporting infrastructure. This funding gives Sport England leverage, including through the funding of NGBs, to deliver the strategic framework and to encourage sport to be efficient and effective. In the provision of sport and in its management, Sport England has a role to play in ensuring that the highest standards are achieved. There is a need for an organisation with the influence to encourage consistent and challenging standards across sport in facility design and management, governance within NGBs, administration of sport, coaching and in recruiting, training and rewarding staff and volunteers, to ensure those who engage with sport in whatever manner receive fair and equitable treatment and value for money.
- 4.19 **Lottery Distributor:** Since the National Lottery began in 1994, a proportion of the proceeds has been distributed to sport projects. Although initially targeted at capital projects, Lottery directions now allow for revenue funding and for the strategic distribution of funds, to ensure that the areas of greatest need benefit. Sport in England is likely to have received around

£200 million from the Lottery in 2000/1. The distribution of this money - in the form of grants which range from £5,000 to £120 million - demands an organisation with a sophisticated system for assessing applications and awarding grants, which is at arm's length from Government and from delivery agencies and can operate - and be seen to be operating - in a fair and transparent manner.

Sport England's Contribution to DCMS and Government objectives

4.20 Sport England's Mission Statement states:

"We aim to lead the development of sport in England by influencing and serving the public, private and voluntary sectors. Our aim is:

More people involved in sport

More places to play sport

More medals through higher standards of performance in sport".

4.21 This mission statement is translated in to a corporate plan that is framed by:

DCMS Funding Agreement Objectives:

- Market
- Access
- Social Inclusion and regeneration
- Education
- Excellence and Opportunity
- Effectiveness and Efficiency

The Sport Strategy Framework:

- Sport in Education
- Sport in the Community
- Sporting Excellence
- Modernization of sport

and its own shared outcomes:

- Fairness in sport
- Sport providing for individuals' needs
- Sport contributing to wider objectives
- Progressive practice
- Partnership working

4.22 The three corporate aims - More People, More Places and More Medals - form the core elements of Sport England's' Corporate and Operation Plans. These core elements are further broken down into programme areas which are underpinned by wide-ranging development work, including the planning, design and development of facilities:

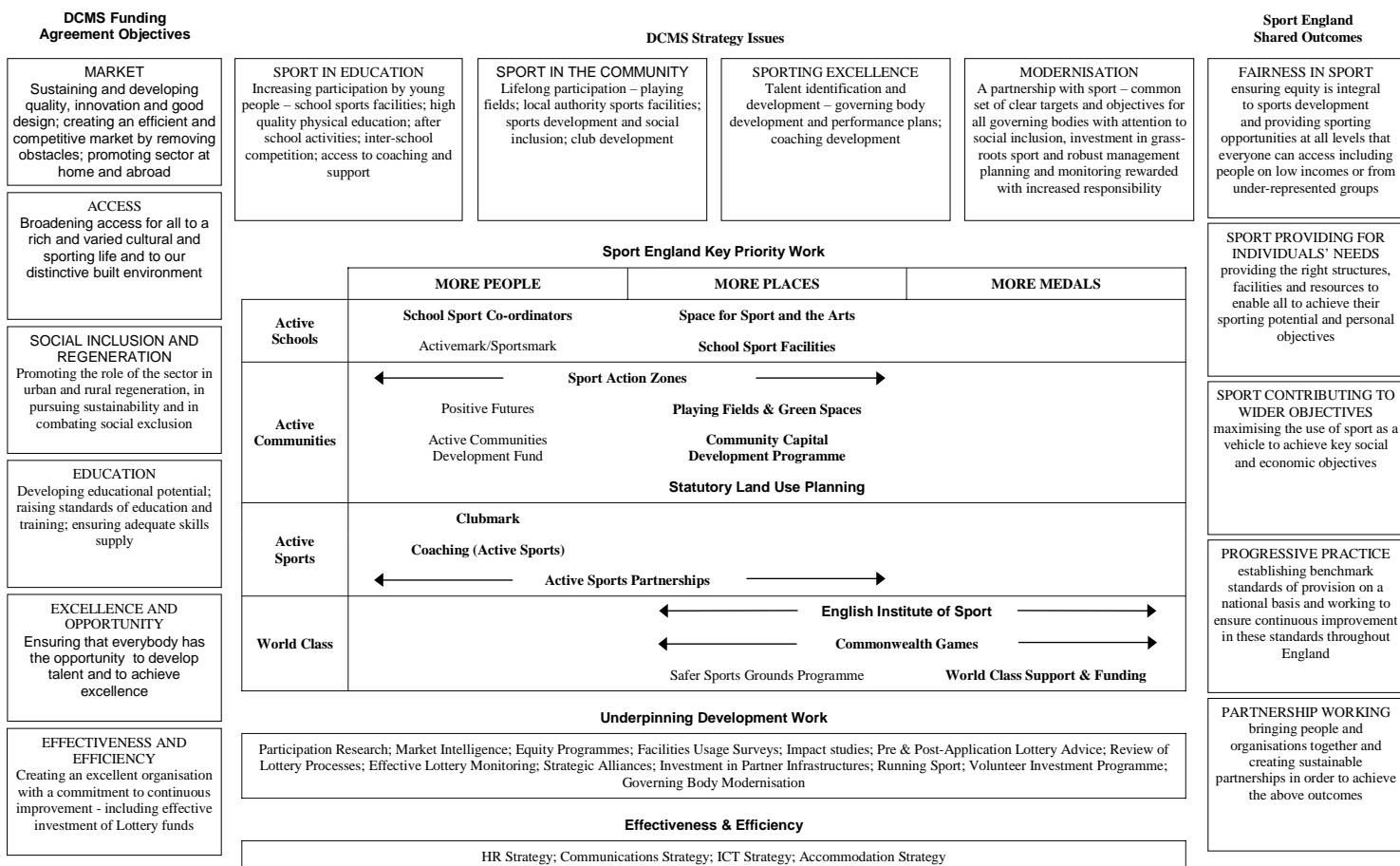
- **Active Schools** aims to create interest in sport and provide every young person with the opportunity to learn basic skills and participate in the sport or physical activity of their choice
- **Active Sports** aims to build enthusiasm for sport by aiming to ensure that individuals are given the chance to further their interest in sport and realise their full potential

- **Active Communities** delivers initiatives under five key areas: promoting community development; increasing participation; developing community sports leaders; development and management of community sports programmes and facilities; and planning
- **World Class** supports talent identification, development and top performers and funds facilities

4.23 Sport England's corporate plan model, which follows, develops these objectives.

BC

Corporate Plan 2001 to 2004



Section 5: Delivery Mechanisms

- 5.1 This section considers whether there is a continuing need for public support for sport, and whether an NDBP with an England-only remit is the best way of delivering that support.

Abolition

- 5.2 Ministers' objectives for sport demand an agency to co-ordinate and provide strategic leadership towards their delivery. A central strategic body is essential to the coherent planning of sports provision across the country. Sport England has a statutory role under its Royal Charter to take a lead in all aspects of sport and physical recreation which require administration, co-ordination or representation in England. Without an organisation such as Sport England, the larger, more popular and more financially independent sports would undoubtedly carry on independently, pursuing their own objectives. But Government objectives within those sports may not be realised and the majority of sports would still require Government support, and co-ordination to avoid duplication of effort, further disparity and falling standards of governance.
- 5.3 Government support for sport also needs a conduit that directs resources where they are needed, with the minimum of bureaucracy and the maximum speed and efficiency. This conduit must be seen to be supporting the interest of sport as well as implementing Government policy. DCMS and Government objectives are central to Sport England's Corporate Plan.
- 5.4 **A strategic, co-ordinating and funding agency should therefore be maintained**, whether at arm's length or within central government. A number of Government functions need to be carried out at arm's length from Ministers, including (as is the case with Sport England) decisions on funding where expertise is essential and where it has been long agreed that political considerations should play no part in decisions on the allocation of scarce resources between competing, worthy claimants. NDPBs can also provide a valuable mechanism for facilitating partnerships between Government and other interests. The development of sport is dependent on a wide range of voluntary sport organisations, local authorities, and professional bodies and needs a voice, independent from Government, as an advocate for sport informing Government policy. Bringing these functions into the Department might weaken their impact and the Lottery Distribution function would, in any event, have to remain at arm's length from ministers to comply with the National Lottery Acts. A core part of the existing Sport England organisation would remain to assess and advise on awards and plan longer term strategic aims.

Privatisation

- 5.5 The market cannot be relied upon to secure the range of benefits to health and education and in particular to ensure that opportunities are available to all. However, there is some scope for extending partnerships with 'professional' sports at a local level, and nationally through income from television rights being invested in grass roots sport development. Work is

already in progress and should help in the modernisation and capacity building of governing bodies of sport. Whilst there are some possibilities for income generation, the potential for private sector involvement in Sport England's activities is limited. Elements of performance sport could, possibly, be privatised. Community development through sport would disappear. **We conclude that Sport England should not be privatised.**

Market testing or strategic contracting out:

- 5.6 Sport England's services fit into two broad areas which can then be considered for market testing or contracting out: Sport England's **corporate services** and the **delivery of its programmes**. Where other service areas are identified these should also be considered for contracting out.
- 5.7 **Corporate Services:** Under the Better Quality Services initiative Government services will be subject to market testing and contracting out when in individual cases these can be shown to offer better value for money, that is: better quality services at optimal cost. Sport England's role has been fundamentally changed since it became a Lottery Distributor. Lottery distribution functions are integrated, wherever possible, within its corporate service directorates for reasons of economy and efficiency. This has had a major impact on staffing levels and service provision systems.
- 5.8 Sport England's Annual Report, 1999/2000 states that it has contracted out 49 of its central service functions. Staffing structures suggests that several of these 49 services still retain significant numbers of staff. For example, information systems and information technology development and supply is listed as a service that has been contracted out and a staff complement of 10 employees remains within the IT Services Unit lists at Headquarters office. A further three I.T. posts (web related) sit within the Communications Directorate which has a staff complement of 36. Staff recruitment, staff training, staff welfare, recruitment advertising and consultancy are listed as contracted out services, and the Human Resource department now consists of 11 employees, servicing a total staff complement of approximately 520. This may be entirely appropriate but an external assessment of this and other aspects of contracting out would be sensible.

Recommendation I

We recommend that in line with the identification of Sport England's core functions and any realignment of its central administration:

- ***Sport England's approach to contracting out is supported by further examination of the extent and the basis upon which services have already been contracted out and the use of those services which are retained in house***
- ***other areas of corporate service, and other services where identified, are considered for contracting out***

- 5.9 **Delivery of Programmes:** In its submission to DCMS for the review, Sport England

provided extensive information on its services and methods of delivery. These include:

- In house development with external assessment/validation, e.g., the Sportsmark and Activemark programmes
- Partnership development externally delivered, e.g., the Coaching for Teachers programme
- Partnership funding, externally delivered, e.g., the Millennium Youth Games
- Direct service with external tutors, e.g., the Running Sport programme
- Direct (development or advisory) Service, e.g., the community Capital fund and advisory services
- Contracted service, e.g., the national centres
- Direct support for service delivery by others, e.g., work with local authorities and other voluntary groups
- Direct funding initiative with direct and external support, e.g., Active Communities projects
- Direct networking with external partners, e.g., Building Networks

5.10 Responses from external partners suggests that their perception of devolved responsibility for the delivery of programmes of work is different from that of Sport England, although there is broad recognition of the consequences of the 'ring fenced' nature of much of Government's investment in sport, through Sport England. Partners understand that accountability for public funds remains with Sport England. However, responses to the consultation showed concern that Sport England's role in the delivery of programmes was too hands on, and that increased devolvement of responsibility would enable greater flexibility in the way in which programmes can be adapted to meet sport, regional or local needs. This perception is supported by evidence from a survey of national governing bodies carried out on behalf of Sport England by NOP and the interim results of a Customer Survey that is currently underway.

5.11 The delivery mechanisms for Sport England's programmes are complex and there is scope for further examination. Recommendations later in this section of the report suggest that there should be clarification of the role of Sport England's partners in the delivery of programmes and further exploration of the role, and if necessary structure, of Sport England at regional level. The purpose of this work would be to encourage a more strategic role for Sport England, with a framework for the genuine devolution of responsibility for the management and implementation of programmes. The degree of accountability expected by Sport England of its partners should be clarified, and the extent to which partners are expected to fulfil Sport England's objectives.

Rationalisation or Merger

5.12 The structure of organisations supporting sports provision was considered in the lead up to the reorganisation of the GB Sports Council in 1997. Under the arrangements for devolution,

sport is a devolved matter. Each of the devolved administrations has its national sports council, with UK Sport providing support for those sports and events that are organised on a UK basis and for international representation.

- 5.13 Prior to the reorganisation, the Sports Council (GB) had a remit that covered both the promotion of sport in England and support for UK-wide sport. The home countries felt that such an organisation lacked a true UK focus and was not capable of creating the necessary co-ordination of the effort. Many in the UK felt there was a need for an organisation with a specific English remit given that the other home countries had their own sports councils. Inevitably, there remains the need to clarify some issues which have emerged following the major reorganisation in 1997 as new boundaries are established, not only between Sport England and UK Sport, but through building different working relationships with key partner agencies.
- 5.14 One significant area of overlap between the work of Sport England and UK Sport is support for elite competitors and provision of services to the UK Sports Institute. There is an increasing recognition of the need to work in partnership with the devolved administrations sports councils and other organisations which can help Sport England deliver its objectives. The Prime Minister has asked Dr Jack Cunningham MP to lead a group examining the way our top athletes are supported through the Lottery. In particular:
- its contribution to success in the Sydney Olympics in different sports and any lessons to be learned
 - the Lottery based funding
 - the relationship between the funding provided by UK Sport and that provided by the English, Scottish, Welsh and Northern Irish Sports Councils
 - the links between the different elements of the programme as they relate to elite athletes and those with promise
 - the links between the UK Sports Institute and the Sports Institutes of England, Scotland, Wales and Northern Ireland
 - the support which the Institutes give to elite athletes and the relationship to the world class performance programme
- 5.15 The Review Group has yet formally to conclude its findings but the preliminary recommendations that impact upon Sport England are:
- to minimise the amount of paperwork and bureaucracy involved in grant assessment and monitoring, while maintaining public accountability
 - NGBs to produce one integrated performance plan covering talent identification and development through to elite sports funding
 - the sports councils to work co-operatively through the concept of a 'one stop' shop to fund

the appropriate elements of the performance plan. For all sports competing in the Olympics/Paralympics and all GB/UK NGBs the one stop shop should be UK Sport

- Sport England to rename their World Class Performance, World Class Potential and World Class Start programmes to avoid current confusion
- NGB facility officers to be appointed across a number of sports or given access to Sport England facility officers to support the development and implementation of NGB facility plans. Sports to be given indicative figures for facility development to ensure efficient and effective forward planning
- All NGBs to have a facilities strategy identifying priorities and standards
- Significant new investment in coaching and coach education
- Greater focus on talent and club development
- Athlete centred systems and structures. Sports council officers to meet quarterly to develop and ensure a seamless support system for athletes, coaches, performance directors and NGBs. A report and action plan to be presented annually to Sports Cabinet
- While host sites for the English Institute of Sport network are variable in structure and function which create a number of challenges, it is important to have a simple management structure within the Institute to allow the systems and services to evolve through need rather than to create a complex structure and staffing overheads against an assumed demand

5.16 The Cunningham Review Group believe that the recommendations being made will only effect change if they are implemented in full; there is improved leadership and effective and efficient management of sport at all levels; we ensure “value for money” by reviewing and critically evaluating the funding of sports councils; that Sport England’s systems are developed in an open way, responsive to needs; and NGBs are provided with considerable support to modernise their systems and structures and to meet the needs of ALL their members (professionals and volunteers). Subject to the final recommendations of the Cunningham Review Group, **we do not see a convincing case for the rationalisation or merger with another body of Sport England.**

Continuation as an NDPB

5.17 There is widespread agreement on the continuing need for Sport England’s functions and for grant-in-aid to support them. Sport England has an increasingly important role in delivering the Government’s objectives for increasing participation in sport and improving performance in top level competition. As outlined in the section on **abolition** above, there are considerable advantages in retaining Sport England’s status as an NDPB. An NDPB is defined as a body which has a role in the processes of national Government but is not a Government Department or part of one and which accordingly operates to a greater or lesser extent at arm’s length from Ministers. There will be a degree of delegation and independence, whilst still assuring accountability through the Minister and the Department. Sport England’s continued status as an NDPB would maintain its independence from Ministers on funding decisions, continue to provide a mechanism for fostering partnerships between Government

and other interests on which the development of sport is dependent and enable it to continue to act as an advocate for sport to government.

- 5.18 Conferring functions on a NDPB involves recognition that a degree of independence from Ministers in carrying out those functions is appropriate. Sport England must have due regard for any statements of Government policy which are made, in addition to its statutory role, but it must also be clear whether questions of policy are left to Sport England acting in accordance with the Charter, or whether Ministers want to be able to direct or modify policy. The role of Ministers and, in particular, the Minister for Sport, must be clarified with a clear understanding of the extent of the day to day involvement in Sport England's policy development and decision making process. As part of the review the statutory basis for Sport England should be looked at to ensure that it is the most appropriate to fulfil the aims of both DCMS and Sport England. This may include looking at the advantages of re-constituting Sport England, for example, changing the Charter to adjust its powers, setting Sport England up as a statutory body or improving commercial flexibility by changing its status to a limited company. It should be noted here that the Lottery function falls under different statutory arrangements. **We conclude that Sport England should stay an NDPB.**

Relationship with DCMS and other parts of Government

- 5.19 The role of the Department is to agree Sport England's objectives, ensure that Sport England meets its targets to deliver the Government's objectives, reviews progress against objectives and provides value for money. Following the Comprehensive Spending Review the Department has been moving towards a more strategic relationship with its sponsored bodies. Three-year funding has been accompanied by three year funding agreements which should set out clear output and outcome based targets. A comprehensive revision of funding agreements to ensure a closer tie between departmental and organisational goals is under way, and there is ongoing consideration of the relationship between the Department and its NDPBs.
- 5.20 The initial stage of the review process has identified some issues regarding Sport England's relationship with Government, through DCMS. These issues are made more complex because Sport England has two key functions - the distribution of the Sports Lottery Fund and development of sport through Exchequer funding.
- The requirement to meet Government's broader objectives through sport could conflict with Sport England's role as the sport organisation whose role is the development of sport, and its support of the voluntary sector which delivers sport development. There are other agencies that can contribute, with or alongside Sport England, to the broader Government agenda through effective strategic alliances
 - A strategic planning process that starts with DCMS objectives rather than objectives for the development of sport dominates Sport England's strategic planning processes. There needs to be a balance between a 'top down' and a 'bottom up' planning process
 - Efforts to join up Government can sometimes leave Sport England vulnerable to short term shifts in priority, rather than setting course on long term goals, driven by the needs of sport
 - Sport England's role as the distributor of the Sports Lottery Fund could lead to a situation

in which sport becomes funding driven rather than performance-led. The attraction of new funding opportunities can lead organisations away from their primary function - and their most appropriate and sustainable funding sources - and establish new, and often artificial, priorities to expend ring fenced money within tight time scales, without moving any nearer to the primary objectives of the organisation

- Corporate and strategic planning processes become over complicated given the difficulty identifying meaningful key outcomes with which partners can identify and work towards. This is evidenced by the time it has taken to establish base line measurements and agreed outcomes through the Funding Agreement with DCMS
- There is a perception by some partners that Sport England is too close to Government to be able to provide an independent voice and fulfil a true advocacy role for sport

5.21 Relations between DCMS and Sport England are generally good on a one to one basis, but lack of understanding of their respective roles can sometimes lead to a failure to respond adequately and frustration on both sides. Opinions in the staff questionnaire from Sport England and supported by senior managers reveal that there is a perception within Sport England that DCMS should:

- be better informed about what Sport England is doing
- support the work of Sport England by acting as an inter-departmental lobby
- use the expertise within Sport England more effectively to advise on policy development
- translate the Government agenda across the cultural framework into:
 - a strategic direction for sport and
 - a strategic direction for Sport England
- work within Government for sport, through more effective cross-departmental working. The link between DFEE and DCMS is a good example which has begun to clarify Sport England's optimum contribution to sport within education
- give greater clarification on where responsibilities lie between with the Department and Sport England
- act as a buffer to provide continuation of policy direction and balance short term and long term objectives
- trust Sport England to get on with the job

5.22 A new management agreement with a clarification of roles and responsibilities, and identification of areas in which DCMS and Sport England can work together in a genuine partnership, will help to improve the productivity of the relationship. Both DCMS and Sport England must manage relationships with each other by working proactively, rather than reactively, and in a spirit of openness and co-operation.

Recommendation II

We recommend that the second stage of the review should explore the role of Sport England and in particular to:

- ***clarify those things that DCMS should do, those that Sport England should do, and those things that should be devolved to Sport England's partners to encourage the sustainable development of sport***
- ***identify steps to help establish a relationship between DCMS and Sport England that enables it to work in partnership, without compromising its independence and its advocacy role for sport***
- ***clarify the role of Ministers and, in particular, the Minister for Sport***
- ***ensure that the statutory basis of Sport England is the most appropriate to fulfil the aims of both DCMS and Sport England.***

Internal restructuring

- 5.23 Sport England is currently in the process of re-structuring internally: to reduce the number of Directors and to put the Lottery functions relating to More People, More Places and More Medals alongside their Exchequer funded counterparts. The flatter management structure and the integration of Lottery and Exchequer personnel should provide for better working across and between the two functions, greater efficiency and a more coherent service to Lottery customers. It is, however, possible that complications may arise from the differences between time-limited Lottery schemes and on-going Exchequer funded work.
- 5.24 Clarification of Sport England's role will emerge from the Government's sport strategy, the work of the Implementation Group, *The Government's Plan for Sport* and the early indications of the Cunningham Review. The Lottery Strategy will also continue to provide direction for Lottery distribution. More changes to the internal structure may therefore be necessary, but scope and rationale, and the advantages and disadvantages of such change will be explored further in stage two.
- 5.25 There are four key areas of the Government's sport strategy in which Sport England should either lead, or make a significant contribution. These four key areas are very much in line with Sport England's own mission statement – more people, more places, more medals.
- 5.26 **Development of Sporting Communities** - working in partnership with national governing bodies of sport at a national level and emerging sport partnerships at a local level to create clear sport development pathways from participation through to excellence. The high quality of support and advice to national governing bodies of sport has been highlighted through the stakeholder questionnaires and the survey of National Governing Bodies.
- 5.27 Sport England has identified 25 governing bodies of sport to which it will aim to provide a high level of development support and will also, at least, maintain the general support available to the remaining governing bodies.

- 5.28 Clearer boundaries between the work of Sport England and UK Sport and the redefinition of World Class proposed in the Cunningham Review will enable the national governing body service team at Sport England to focus on supporting governing bodies up to the level at which UK Sport takes over (currently Sport England's World Class Performance Programme). It will also make greater demands in terms of more and better joint working with the devolved administrations and with UK Sport.
- 5.29 *The Government's Plan for Sport* has identified challenging roles for governing bodies of sport – establishing performance pathways, talent identification programmes, facility strategies, linking with school sports associations, developing club accreditation programmes, developing and implementing volunteer strategies, raising standards of coaching and officiating within sports - and many more. But the capacity of governing bodies to play their full role in the development of sport is limited by lack of resources. Sport England's Active Sports programme has invested heavily in local partnerships as the base of performance sport, and nine of the nation's most popular sports are involved, although clearly there would be some advantages to expanding the scope. Sport Partnerships, developed around the Active Sports blue print, are beginning to have a very positive impact. Their success is attributed to their independence from any one local authority or sport, their focus and their ability to work with non-traditional partnerships to access funding, collectively, for the partnership.
- 5.30 If more governing bodies are going to capitalise on the sound principles and practice of the sport partnerships, they will need to build a stronger infrastructure of specialist staff at national, regional and sub regional levels to implement their national policies at regional levels. Sport England need to be in a position to provide support and advice to them. In turn Sport England will need to be supported to build this capacity into the national governing bodies of sport. This may entail a reassessment of resources and priorities to reflect the unique primary focus of Sport England as the development agency for sport, and empower Sport England to meet the challenges ahead and to sustain development.
- 5.31 Staff have expressed their concerns over the lack of consultation and length of time taken over the current restructuring, although difficulties were encountered in adapting the restructuring to take into account additional NOF money. Any changes that arise as an outcome of this review will need to be managed sensitively and in full consultation with staff and the Trade Union Side.

Recommendation III

We recommend that Sport England, with the Department, considers further how it approaches its partnerships, particularly:

- ***how best to work with the UKSC and the sports councils of the devolved administrations once the findings of the Cunningham Review are agreed***
- ***what changes Sport England should make, organisationally and strategically, to enable and empower national governing bodies of sport, and other agencies, to fulfil their unique role, and what DCMS can do to help with any repositioning***

5.32 **Development of Communities through Sport:**

- Establishing strategic links to national agencies concerned with health, youth and social inclusion to promote and find innovative ways in which sport can impact on urban and rural regeneration and make a difference to people's lives at a community level
- Working in partnership with agencies at a regional level to implement strategies which will develop communities through sport, within national frameworks and guidelines, but with sufficient flexibility to respond to regional, sub regional and community needs

5.33 *A Sporting Future for All* identified the development of communities through sport as a key area of the Government's objectives for sport, and the DCMS objectives for urban and rural regeneration and promoting social inclusion. Sport England has a key role to play in contributing to these objectives and has already made good progress in establishing non traditional partnerships through its Active Communities programme. It can make greatest impact in this work through strategic alliances at national level and well resourced regional networks that can become an integral part of regional government.

5.34 Sport England needs to continue and expand its consideration of the impact of regionalisation and find innovative ways to work and advocate effectively. Strong regional sports strategies will encourage strong local cultural and sport strategies, essential to the successful resourcing and implementation of programmes to develop communities through sport and to develop successful sporting communities. The impact to date does vary between regions. In some regions, sport has made an impact on Regional Development Agencies, Government Offices and the emerging Regional Cultural Consortiums, and the Regional Sports Boards comprise people with both expertise and influence. For example, on the East Midlands, the Chair of the Regional Sport Board is seeking directly to influence the priorities of the RDA.

5.35 However, there is some concern over the effectiveness of Regional Sports Boards and the perceived lack of influence that they have within Regional Development Agencies and the Regional Cultural Consortiums. It is true that there is a lack of sporting representation on the Regional Cultural Consortiums, and DCMS should do what it can to correct this as soon as possible. But the inflexibility associated with a centralised organisation could inhibit Sport England's ability to make an impact on regional government and the possibility of this should be explored further.

5.36 Integral to both the development of communities through sport and the development of sport in the community are:

- **Co-ordination of the training and development of coaches, leaders, administrators, sport development officers** to raise standards, increase sustainability and build capacity into partner organisations. Raising the profile of volunteers at all levels and investing in their management and support sits within this key area and is identified as a role for Sport England in the Government's Plan for Sport.

- **Strategic leadership in the retention of existing facilities for sport and the development of new facilities** to support the development of communities through sport and the development of sporting communities

5.37 Underpinning these four key areas is Sport England's continuing advocacy role and the increasing need for cutting edge research, to inform future policy and practice and monitoring and evaluation to measure effectiveness of performance against targets.

Recommendation IV

We recommend that the second stage of the review explore the future role of Sport England within regional government. The main focus of this work should be:

- ***the role of Sport England at a regional level, and the resources it needs and the methods it can use (both regional and national) to deliver the regional agenda most effectively***
- ***the operational structures, management and staffing arrangements of the regional offices of Sport England which best deliver this agenda***
- ***the advantages of and potential for decentralisation and the management of communication and relationships in order to achieve the right balance between Sport England's headquarters and the regional offices***
- ***ways in which DCMS and the Regional Sports Boards can help to promote the voice of sport at regional government levels***

Recommendation V

Following on from the previous recommendations, we further recommend that the second stage of this review considers the strategic direction and management of Sport England to ensure that Sport England is able to fulfil the developmental role outlined for it within the Sports Strategy.

Section 6: Links With Others

- 6.1 Sport England works through traditional sport development partnerships and newer, non-traditional partnerships with agencies concerned with the government's broader agenda for the development of communities. The Lottery has also been a catalyst for the establishment of many new partnerships and has had a significant impact on long established relationships – both positive and negative.

More People

- 6.2 Sport England runs a number of programmes under the More People banner in partnership with a variety of other organisations. With the **Commission for Racial Equality**, Sport England directly funds the **Sporting Equals** project, which aims to eliminate racism in sport by encouraging NGBs to commit to a Charter for racial equality. Sport England also funds the **English Federation of Disability Sports**, which is establishing a network of disability interests across the country in order to promote and develop disability sports, and the **Women's Sports Foundation** which aims to promote and pursue better opportunities for women in and through sport.
- 6.3 Sport England also works alongside other organisations to deliver particular programmes: **charities** - for example the Youth Sport Trust to deliver School Sports Co-ordinators and the TOP programmes; **professional associations** - such as the British Association of Advisers and Lecturers in Physical Education which has delivered Sportsmark and Activemark; and other arms of **central Government** - for example the **Positive Futures** initiative which is a tripartite agreement between Sport England, the **UK Anti-Drugs Co-ordination Unit** and the **Youth Justice Board** to use sport to reduce anti-social behaviour, crime and drug use among 10-16 year olds within local neighbourhoods.

More Places

- 6.4 As a statutory consultee for any proposed redevelopment of playing fields, Sport England has a relationship with many **Local Authority planning departments** and with the **Royal Town Planning Institute** on some aspects of planning law. Sport England's facilities team also work with the **Environment and Countryside Agencies** on the particular problems facing rural communities. Sport specific facility development work is done in partnership with **governing bodies of sport** and major projects are managed in partnership with national and local agencies such as **English Partnerships**, **Commonwealth Games** organisers and **Manchester City Council**

More Medals

- 6.5 In order to support the development of elite performers, Sport England works closely with the **National Governing Bodies** of sport, often providing financial support to enable them to administer their sport and maintain its infrastructure. The **Central Council of Physical Recreation** is an umbrella organisation for NGBs and funded in part by Sport England. Sport

England also funds elements of the work of **sports coach UK** (formally the National Coaching Foundation) which has a UK wide mission to professionalise coaching and ensure continuing professional development.

6.6 **Higher Education Institutions** work with Sport England in a number of ways. Many of the National Centres are located on university campuses - Leeds Metropolitan, Loughborough and Bath among them - as well as working with academics on research projects and the development of sports science.

6.7 In the World Class Performance Programme - which makes Lottery funding available to elite athletes - Sport England works in partnership with **UK Sport** and organisations like the **British Olympic Association**, as well as NGBs. Sport England is also involved with one off projects such as the Commonwealth Games in Manchester in 2002 through Lottery funding of facilities.

National Lottery

6.8 Sport England is working closely with Government and other distributors on a number of specific initiatives in its capacity as the Lottery distributor for sport in England. The Spaces for Sport and Arts scheme sees three Lottery distributors (Sport England, the Arts Council of England and the New Opportunities Fund) brought together with DCMS and the Department for Education and Employment to invest up to £130 million in primary school multi-use facilities. Sport England has also successfully applied to the New Opportunities Fund to manage awards under the Green Spaces initiative. In addition, the third round of New Opportunities Fund initiatives will include £580 million in England for sport in schools. Sport England is a member of the School Sport Alliance, with NOF, the Youth Sport Trust, DCMS and DfEE, set up to devise a strategic approach to distributing funding for schools sport. This will help to ensure that the variety of initiatives which have the development of school sport and physical education at their heart are co-ordinated and complementary.

6.9 Stakeholder and staff questionnaires, interviews and Sport England commissioned surveys highlight many strengths of partnership working with Sport England. There are also suggestions that some of these links are no longer appropriate, and that others should be further developed. Strengths included:

- the expertise of the organisation and in particular, of individuals within the organisation
- its willingness to help and support
- a source of funding, resource and a voice for sport
- accessibility - of information and expert advice
- running successful programmes

6.10 Weaknesses included:

- a perception that some systems were geared to the needs of the organisation rather than its stakeholders

- decision making was not sufficiently devolved and this hindered the flexibility to work innovatively
- the number of different initiatives caused difficulties
- communications, both internally and externally, were not always good
- there was some confusion over the role of Sport England in the partnerships
- political influence was seen as affecting Sport England's aims
- there were concerns that Sport England was centralist and its management did not best lend itself to effective partnerships

6.11 Sport England's role as a funding agency and a Lottery distributor has impacted on the nature of its relationship with its partners. Some partners have not fully appreciated this and a change of approach by Sport England itself may be required. There are fears that Lottery investment, whilst making a significant impact in the short term has unbalanced or displaced the long-term sustainability of partnerships. This may be the result of the impact of a large number of new programmes that have been launched in a comparatively short period of time, and that, as things settle, perceptions will change. However, the stakeholder questionnaires list several areas of work that external partners perceived to be either no longer appropriate within Sport England or that need to be managed differently. These include:

- devolving Sportsmark and Activemark programmes to PE organisations
- moving Sportsmatch back to DCMS or passing it to an independent organisation
- moving responsibility for education and training to SPRITO (the industry training organisation)
- passing funding for UK governing bodies, performance programmes and liaison with governing bodies to UK Sport
- devolve Lottery distribution to local authorities and governing bodies
- devolving Awards for All to local sports boards
- passing responsibility for youth issues to the Youth Sport Trust
- moving work on school sport to DfEE

6.12 The stability and sustainability of Further and Higher Education sectors, the resources that they have to offer and the natural bridge they provide to educational policy have the potential to contribute significantly to the overall aims of Sport England. This partnership, at present, appears to be under utilised and although the FE and HE Advisory Board welcomes the partnership it sees the potential for more fruitful joint working. Current partnerships provide facilities for elite level sport and some institutes host Regional Training Units for sport. FE and HE establishments cater not only for a key target market of young people but can provide a community focus for the development of sport and for the effective delivery of training and development for coaches, leaders, sport development officers and voluntary officials.

Recommendation VI

We recommend that stage two of the review considers the establishment of some key principles that guide Sport England to:

- ***identify the unique role it can play within strategic alliances***
- ***clarify those areas of work in which it should take an innovative, pro-active role to explore new ways of achieving objectives for sport***
- ***establish easy to apply criteria that will help Sport England to determine which, when, how and to whom the long term delivery of initiatives should be devolved. This should be based on long term sustainability, effectiveness, efficiency, economy and accountability***

Section 7: Past Performance

Funding Agreements

7.1 Since 1997 Sport England has had new challenges to meet, particularly in terms of the huge increase in Lottery funding it is now responsible for distributing, and its many successful initiatives to address through sport the Government's wider agenda. In return for public funding Sport England has agreed a Funding Agreement with the Department, covering 1999-00, 2000-01 and 2001-02 was agreed in May 1999. This contains 25 targets and outputs covering all areas of its activity including increasing participation, improvement of performance by top athletes, the provision of more and better facilities, and its own corporate governance and that of bodies which it funds. Outlined at 7.5 are many of the areas where Sport England has successfully reached its funding agreement targets.

Delivering Objectives

7.2 Much of Sport England's work remains related to equity issues with priorities for increased participation amongst young people, people with disabilities, women and ethnic minorities, together with projects and programmes which address social inclusion. Two major initiatives during the year were the launch of the first twelve Sport Action Zones which are aimed at improving sporting provision in deprived areas and the formation of the English Federation of Disability Sport which will provide a co-ordinated forum for sports people with disabilities.

7.3 Sport England has also been very involved in the development and funding of a number of major national initiatives including the new National Stadium at Wembley, the new National Athletics Stadium to be located at Picket's Lock, the 2002 Commonwealth Games and the United Kingdom Sports Institute.

7.4 A comprehensive assessment of Sport England's performance against its funding agreement objectives has been difficult because, for ten of the twenty-five objectives, the target for 1999-2000 was to establish a baseline against which future performance could be measured. These include some of Sport England's key areas of activity such as increasing participation and improving performance. The Department has been discussing these baselines, as part of a general review of progress on the funding agreement, with Sport England and some progress has been made although the lack of readily available survey information, particularly on participation, has made this difficult. Baseline figures have been obtained through Sport England's research on young people, gender, black and ethnic communities and disability. It is proposed that clearer and more relevant targets will be included in the in the new style funding agreements to be introduced for 2001-02.

7.5 Sport England has successfully reached its funding agreement targets in the following areas:

- the organisation of the Millennium Youth Games with 38 area finals in England and the

Grand Finals in Southampton in August, and which was attended by 7,000 competitors and opened by the Deputy Prime Minister

- the delivery, through the Youth Sport Trust, of TOPS to 14,059 schools covering 2.7 million children against a target of 15,000 schools and 3 million children
- a total of 1097 schools have now received Sportsmark, a recognition of good practice and provision in secondary schools, accreditation against a target of 800
- 25,000 teachers against a target of 20,000 have received specialist coaching courses through the National Coaching Foundation's Coaching for Teachers Programme funded by Sport England
- 128, against a target of 60, sports facilities, schools and development departments have acquired Sport England's Quest quality registration standard
- 3,172 volunteers involved in the running of sport have now been trained under Sport England's Volunteer Investment Programme
- winning 28 medals at the Sydney Olympics, against a target of 21

Financial and management performance

7.6 Sport England has spent some time and effort in reorganising and streamlining the organisation of its financial and management systems. It currently has:

- An Organisational Development Unit
- A management audit unit
- Business management units attached to its More Places, More People and More Medals teams
- Lottery compliance and lottery monitoring teams
- Extensive research, monitoring and evaluation programmes contracted out to external agencies

7.7 Sport England also undertakes extensive monitoring of Lottery funding. However, the backlog of monitoring visits means that schemes are being visited some four or five years after completion. Regional officers have expressed concern that they need up to date and relevant information from monitoring and evaluation of lottery projects which helps them to evaluate the effectiveness of investment against broader development objectives. For example, whether it is more effective to invest in 20 smaller projects that make a small difference to a greater number of people, or to spend one large capital sum in one project. The scale of monitoring which Sport England requires may be a contributory factor.

7.8 The extent to which Lottery funding supports and 'joins up with' cross programme working has also been questioned. For example:

- to what extent the £5.3 million invested in capital grants to bowls in 1999/2000 links in with access to local sport development programmes and particularly to sport for people with disabilities
- how the £4.5 million investments in basketball is being linked to the sport's development through the Active Sports programme

7.9 Sport England regional offices have a key role to play in maximizing the benefit of Lottery investment by ensuring that development initiatives are linked to capital investment. The devolution of Lottery funding to regions for capital sums up to an agreed limit could strengthen cross programme links and simplify and speed up the application process, avoiding dual scrutiny of the application from the applicants' point of view. Empowering Sport England's regional offices to facilitate the flexible local delivery of programmes and funding are key elements of *The Government's Plan for Sport*.

7.10 Sport England also acts as Lottery distributor for the English Institute of Sport and the UK Sports Institute. The funding and accountability arrangements are complex and may result in applications where Sport England are distributing funds to companies where it has a controlling interest, carrying risks of criticism and credibility in the longer term, although Section 27 of the Lottery Act does covers this point.

Recommendation VII

We recommend that Sport England continue its work to ensure that its resources are best placed to achieve its objectives with maximum efficiency, effectiveness and economy, including:

- ***consideration of how the recent reorganisation of its financial and management systems has impacted on Sport England and what improvements can still be made, particularly with regard to the links between Lottery and Exchequer funding***
- ***consider the impact and process of the devolution of Lottery decision making for capital projects to a limited sum, as part of the review of regional roles and responsibilities***
- ***consider how to rationalise the funding and accountability arrangements between Sport England and the EIS and the UKSI***

7.11 As stated above there have been some delays providing base line measurements and evidence of its achievements against objectives, in the form of qualitative outcomes supported by quantitative outputs, although much progress has been made. This reinforces the potential conflicts mentioned above that result from a strategic planning process that starts with DCMS objectives rather than objectives for sport. The Organisation Development Unit's current work on EFQM has identified the need to address strategic planning processes.

Recommendation VIII

We recommend that stage two of the review considers ways in which DCMS and Sport England can further develop their partnership work to consider a strategic planning system that enables Sport England to:

- ***satisfy DCMS requirement in terms of aligning the work of Sport England with DCMS objectives and the broader government agenda***
- ***initiate a strategic planning approach that uses the underpinning principles set out by DCMS, whilst reflecting the needs of sport through broad consultation at the planning stage***
- ***establish meaningful, outcome driven targets against which performance can be measured, supported where appropriate by milestone output targets***
- ***develop agreed and robust reporting procedures that will enable DCMS to measure Sport England's performance against objectives***

Consultation

7.12 Sport England's Annual Report 1999 – 2000 describes the work of the Communications Directorate and the implementation of its communications strategy, through which it aims to promote two way communications with stakeholders. Some of the ways in which this strategy has been implemented are:

- Conferences and events: the Education, Regeneration & Health Conferences, instigated by the Secretary of State for Culture, Media & Sport; Women in Sport Conference; governing bodies Chief Officers Convention in conjunction with the CCPR and the British Institute of Sports Administrators; conference for the further and higher education sector
- Regional Conventions
- Publications – targeted at different sectors
- The Sport England Web site and the internal ESCimo system to aid effective communication with staff
- Sport England and UK Sport jointly commissioned the World Class Performance Customer Survey of Athletes

7.13 NOP was commissioned to carry out the National Governing Body Customer Satisfaction Survey. The survey explored:

- Usage and satisfaction with Sport England's products and services to governing bodies of sport
- The Development and Lottery Directorates working together
- Sport England Service Teams and Lead Officers

- Current perception of Sport England
- The overall image and role of Sport England and
- The future of Sport England's work with the National Governing Bodies

7.14 This survey reinforced the view that individual officers' expertise and experience, interest and enthusiasm is greatly valued by national governing bodies. However, there was criticism of what was perceived to be bureaucracy within Sport England and concerns that Sport England saw themselves in an overseeing role rather than a partnership. Work is in progress by an independent consultancy, carrying out a Customer Survey which aims to identify Sport England's performance against those areas that matter most to customers.

Modernising Government

7.15 Sport England embarked on its Information Communications and Technology (ICT) Strategy in March 2000. A great deal of work has gone into developing and progressing the strategy which is a fundamental overhaul of its communications systems. A preceding strategy study explored the business context within which the ICT strategy should be developed:

- Sport England in context;
- Sport England in development;
- the critical success factors against which an ICT strategy should be measured.

7.16 Sport England in context considers:

- Radical change in government in the UK and in sport, both nationally and internationally
- The electronic Government agenda, including targets for joined up Government and measurement by outcomes
- New Acts including the forthcoming Freedom of Information Act, Data Protection Act and Electronic Communications Act
- The fragmented nature of Sport England
- Intranet/Extranet/Internet/Service portal, including the development of external communications with other business partners organisations, other Government Departments suppliers and customers.
- Fundamental Business change proposed by the information revolution, including change management issues
- External organisation/partners including governing bodies, local authorities, other lottery distributors, the media, politicians, the various paymasters and the general public

7.17 Sport England recognised the complex pressured market place within this context, with increasingly complex interfaces and partnership scenarios. Extensive consultation informed the three themes upon which the ICT Strategy was agreed:

- Corporate Management: to maximize the integration between the Exchequer and Lottery sides of the organisation while taking account of their different roles and responsibilities, and develop an integrated framework and systems for operational planning, corporate information management, and performance measurement and monitoring; and to provide seamless, secure access to Sport England staff, partners and the public to all the information to which they are entitled and to maintain and develop corporate systems for finance, administration and human resources.
- Sport Development Grant Management: to develop a framework and set of integrated and consistent systems, including Lottery and Exchequer Grant Management systems, to support the sport development programmes, fully integrated with corporate systems and finance compliance systems.
- Communications: to develop a knowledge-based organisation, based on information sharing, integration and harmonization within Sport England and with external organisation, making best use of service portal, Intranet, Extranet and Internet technologies.

7.18 Work is in progress on forty-seven separate projects allocated across the three ICT themes. A project register dated 14th February 2001 reports good progress on those projects identified as priorities. The critical success factors against which the strategy can be measured are:

- To ensure that sport development programmes are developed, implemented, and supported in a timely and robust manner
- To ensure business continuity
- To manage grant administration in a prompt, accurate, efficient and auditable manner
- To obtain, develop, hold and disseminate information in an efficient, effective and improving manner, and within this, to be better able to track and log correspondence
- To develop integrated systems providing access to the necessary management and reporting information at all levels of the organisation, including better and more automated performance indicators
- To develop communication, not least electronic communication, within the Sport England organisation and between the organisation and external
- To ensure that the organisation keeps up with technology in terms of both external and internal aspects
- To develop and maintain partnerships with external agencies.

Section 8: Good Practice

- 8.1 The review team carried out a consultation to gauge perceptions of the organisation's efficiency, effectiveness and responsiveness. The analysis of the stakeholder respondents (staff and the Trade Union side were also consulted) found that, while attitudes to Sport England were often affected by success or failure in accessing funding, many respondents tried to balance their criticism by identifying areas where Sport England had made significant improvements. The recent changes Sport England made to the Lottery application process is one such initiative which has been very well received. Lottery Monitor Magazine's annual survey has identified sport as the best distribution area by a clear margin. 56% of customers viewed sport as being above average in their dealings, 19% average and 16% below average. On a weighted basis, of 1-5 (very good – poor) sport scores 2.21 with NLCB next on 2.38 and the Millennium Commission last on 3.33
- 8.2 Sport England's Lottery Strategy recognised the need to simplify the application process, which many applicants found time consuming and expensive. Sport England now operates a two-stage application procedure which avoids the requirement for applicants to provide expensive documentation until they know that their project meets Sport England's policies and priorities and is acceptable in principle. Sport England undertakes to deal with the Stage 1 process within 16 weeks. This is followed up through close co-operation with the applicant in developing the project during the second stage of the process.

Efficiency

- 8.3 Efficiency plans for 1999-2002 outline ways in which Sport England aims to secure a saving over the period of the Funding Agreement, of 4.5% (£340,000) in administration costs in those areas not involved in direct provision to local authorities, clubs and governing bodies of sport. A progress report in October, reported good progress anticipating savings in the first year of approximately £210,000. The earlier recommendation to consider further central services for contracting out will provide an opportunity to explore further the ways in which Sport England is meeting their efficiency targets.

Towards Business Excellence

- 8.4 In January 2001 Sport England embarked on a business improvement process utilizing the European Foundation for Quality Management (EFQM) Model. TQMI – a Cabinet Office selected contractor - is providing on-going support for the development of the process of continuous improvement. The key improvement projects that have emerged from that initial assessment are:
- Strategic Planning
 - Competencies
 - Rewards and Recognition

- Management Information
- Business Processes

Modernising Government

- 8.5 The Information Communications Technology strategy demonstrates the extent to which Sport England has grasped the challenge of modernisation.
- 8.6 The Department's Better Quality Services Review plan (agreed in September 1999) indicated that the BQS review for Sport England would be carried out at the same time as the quinquennial review. In accordance with Cabinet Office guidance the Steering Group agreed that it should review one of Sport England's specific activities and services during the quinquennial review, with the aim of securing the best quality and value for money for the taxpayer. However, Sport England has already drawn up a service plan which outlines its programme of reviews and initiatives, including applying for EFQM, assessment under IIP, efficiency savings, communications with customers. We will consult Sport England to ensure that any BQS Review complements their existing programme of work and that their plan meets BQS requirements.

Recommendation IX

We recommend that, wherever possible the issues raised for further investigation during stage two of this review should dovetail with Sport England's work on these key areas for improvement, rather than duplicate existing work.

Section 9: Conclusion

- 9.1 The aim of the review is to ensure that Sport England, if it is to continue as an NDPB, is able to fulfil the role that Government has identified for it, is responsive to the needs of the people who use it and is a high quality organisation. The task of the Steering Group in this first stage of the quinquennial review of Sport England was to begin the review process by examining the importance of the continued development of sport to the Government and the public, and the role for Sport England delivering or leading that development.
- 9.2 The conclusion of the steering group at this stage of the review is that the development of sport is important to both the Government's wider objectives and the public, and that Sport England should continue its unique role in the development of sport in England on behalf of the Government but at arm's length from it. *The Government's Plan for Sport* sets out the future for Sport England as a powerful sports development organisation creating the infrastructure to ensure sustainable sporting provision by enabling partners and facilitating partnerships. Specifically it identifies the need for Sport England to further the development of sporting communities and of communities through sport. Consultation with partners undertaken for the review shows that there is currently a perception that they are held back by what they see as Sport England's bureaucracy and its sometimes unwelcome involvement.
- 9.3 To work with the Government on its aims and to address the criticisms made by its partners will require some refocusing of Sport England's strategy and possibly changes to the way the organisation works. The first stage of the review has therefore made a series of recommendations, summarised in the next section, which focus on areas which should be examined in much greater detail in stage 2 of the review. This deeper examination will enable the Steering Group to come to conclusions about the steps which need to be taken in order to help Sport England further develop as a responsive and high quality organisation responsible for the development of sport in England.

Section 10: Summary of Recommendations

Recommendation I

We recommend that in line with the identification of Sport England's core functions and any realignment of its central administration:

- Sport England's approach to contracting out is supported by further examination of the extent and the basis upon which services have already been contracted out and the use of those services which are retained in house
- other areas of corporate service are considered for contracting out

Recommendation II

We recommend that the second stage of the review should explore the role of Sport England and in particular to:

- clarify those things that DCMS should do, those that Sport England should do, and those things that should be devolved to Sport England's partners to encourage the sustainable development of sport
- identify steps to help establish a relationship between DCMS and Sport England that enables it to work in partnership, without compromising its independence and its advocacy role for sport
- clarify the role of Ministers and, in particular, the Minister for Sport
- ensure that the statutory basis of Sport England is the most appropriate to fulfil the aims of both DCMS and Sport England

Recommendation III

We recommend that Sport England, with the Department, considers further how it approaches its partnerships, particularly:

- how best to work with the UKSC and the sports councils of the devolved administrations once the findings of the Cunningham Review are agreed
- what changes Sport England should make, organisationally and strategically, to enable and empower national governing bodies of sport to fulfil their unique role, and what DCMS can do to help with any repositioning

Recommendation IV

We recommend that the second stage of the review explore the future role of Sport England within regional government. The main focus of this work should be:

- the role of Sport England at a regional level, and the resources it needs and the methods it can use (both regional and national) to deliver the regional agenda most effectively
- the operational structures, management and staffing arrangements of the regional offices of Sport England which best deliver this agenda
- the advantages of and potential for decentralisation and the management of communication and relationships in order to achieve the right balance between Sport England's headquarters and the regional offices
- ways in which DCMS and the Regional Sports Boards can help to promote the voice of sport at regional government levels

Recommendation V

Following on from the previous recommendations we further recommend that the second stage of this review considers the strategic direction and management of Sport England to ensure that Sport England is able to fulfil the developmental role outlined for it within the Government's Plan for Sport.

Recommendation VI

We recommend that stage two of the review considers the establishment of some key principles that guide Sport England to:

- identify the unique role it can play within strategic alliances
- clarify those areas of work in which it should take an innovative, pro-active role to explore new ways of achieving objectives for sport
- establish easy to apply criteria that will help Sport England to determine which, when, how, to whom and which the long term delivery of initiatives should be devolved. This should be based on long term sustainability, effectiveness, efficiency, economy and accountability

Recommendation VII

We recommend that Sport England continue its work to ensure that its resources are best placed to achieve its objectives with maximum efficiency, effectiveness and economy, including:

- consideration of how the recent reorganisation of its financial and management systems has

impacted on Sport England and what improvements can still be made, particularly with regard to the links between Lottery and Exchequer funding

- consider the impact and process of the devolution of Lottery decision making for capital projects to a limited sum, as part of the review of regional roles and responsibilities
- consider how to rationalise the funding and accountability arrangements between Sport England and the EIS and the UKSI

Recommendation VIII

We recommend that stage two of the review considers ways in which DCMS and Sport England can further develop their partnership work to consider a strategic planning system that enables Sport England to:

- satisfy DCMS requirement in terms of aligning the work of Sport England with DCMS objectives and the broader government agenda
- initiate a strategic planning approach that uses the underpinning principles set out by DCMS, whilst reflecting the needs of sport through broad consultation at the planning stage
- establish meaningful, outcome driven targets against which performance can be measured, supported where appropriate by milestone output targets
- develop agreed and robust reporting procedures that will enable DCMS to measure Sport England's performance against objectives.

Recommendation IX

We recommend that, wherever possible the issues raised for further investigation during stage two of this review should dovetail with Sport England's work on these key areas for improvement, rather than duplicate existing work.

Appendix A: Members of the Steering Group

Chair	Philippa Drew	Director of Education, Training, Arts and Sport- DCMS
	Trevor Brooking	Chairman of Sport England
	Gita Sootarsing	Organisational development consultant
	Prof. Margaret Talbot OBE	General Secretary of the CCPR
	David Whitaker OBE	Management consultant
	Tim Suter	Chief Executive of QUEST
	Harry Reeves	Head of Sport and Recreation Division - DCMS
	Helen John	Head of Culture & Central Departments Team - Treasury
	Rob Wall	Senior Policy Adviser, Central Secretariat - Cabinet Office
	Susan Shaw	Planning, Performance and Sponsorship Team - DCMS
	Trish Perry	Head of Sport England QQR Team - DCMS
	Eleanor Street	Sport & Recreation Division - DCMS

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Appendix B: Terms of reference

The English Sports Council (ESC - now branded as Sport England) began operating under Royal Charter in January 1997. Before then, responsibility for the development of sport in England lay with the GB Sports Council, which had a remit for the whole of Great Britain. The English Sports Council is responsible for developing and maintaining the infrastructure of sport in England, for distributing National Lottery funds for sport in England and for five National Sports Centres.

Overall Aim

1. Agency & NDPB reviews are major components of the Government's programme of continuous improvement. Based on five principles (challenge; compare; consult; compete and collaborate), reviews guide and enable future enhancements to service delivery.
2. This review will:
 - i. **Stage One:** Determine whether there is a continuing need for the services provided by the ESC and assess whether those services are best delivered by the ESC and;
 - ii. **Stage Two:** Examine the scope for future improvements in efficient, effective and responsive service delivery.

TERMS OF REFERENCE

Stage One: Getting the organisation right

3. To determine whether there is a continuing need for the services provided by the ESC and assess whether those services are best delivered by the ESC
4. In the course of this, to consider specifically:
 - i. the role & functions of the services delivered by the ESC and how, and to what extent, these functions contribute to the delivery of wider DCMS & Governmental objectives;
 - ii. the links the ESC has or should have with other parts of the public sector, including local government, and with the private and voluntary sectors;
 - iii. ESC's past performance against its aims, objectives, key targets and quality standards;
 - iv. what the ESC's customers and other interested parties (including its staff and trade unions) think about its role & performance and responsiveness to their needs; and whether there are any groups whose needs should be, but are not being, addressed;

- v. the organisational option that would be best suited to delivering responsive, efficient and quality services in the future, examining in particular: abolition, continued NDPB status, market testing, merger or rationalisation; privatisation; and strategic contracting out; and
- vi. whether there are any examples of good practice in the ESC's delivery of services.

Second Stage: Improving performance

- 5. To examine the scope for future improvements in efficient, effective and responsive service delivery.
- 6. In the course of this, to consider specifically:
 - i. the ESC's aims & objectives and the part they play in delivering wider DCMS & Governmental objectives;
 - ii. whether the ESC's performance targets are sufficiently comprehensive and stretching and properly reflect its aims and objectives;
 - iii. the ESC's relationship with its customers and ways in which it can improve its responsiveness to existing users of its services and to respond to others whose needs it should be addressing;
 - iv. the structure and effectiveness of the ESC's organisation and how it involves staff, including those at the front line, and their trade unions in the way it works;
 - v. opportunities for ESC to develop joint working with other bodies to enhance the efficiency, effectiveness and responsiveness of service delivery;
 - vi. how the ESC can make better use of new technology to improve the delivery of its services and functions;
 - vii. the scope for increasing the current level of efficiency savings and income and to improve the utilisation of assets;
 - viii. whether the ESC needs different freedoms or flexibilities to improve the delivery of its services;
 - x. whether the roles and reporting arrangements of the English Sports Council, the Department and Ministers need clearer definition and whether they provide proper support for operational and policy work; and
 - xi. whether the ESC's regional boundaries align with those with which they are working.

Better Quality Services review

7. To review at least on of the English Sports Council's specific activities and services with the aim of securing the best quality and value for money for the taxpayer. To consider, in consultation with users, the requirements for and nature of the activity in each case and to examine the following options:
 - i. abolition;
 - ii. internal restructuring;
 - iii. market testing;
 - iv. privatisation;
 - v. strategic contracting out.

Deliverables

8. The quinquennial review will deliver the following:
 - i. a summary of the findings of the review, including the Better Quality Services review in a report to a format agreed with the Department, including a set of recommendations;
 - ii. an account of lessons learnt and good practice identified in a report for submission both to the Department and Cabinet Office;
 - iii. an action plan to implement the recommendations of the review and a programme for future Better Quality Services reviews.

Appendix C: Research on the case for public subsidy

Contribution to DCMS & Government Objectives - Research

There is a large and growing body of evidence about the role which sport can play in support of key government policy objectives and the contribution it makes to quality of life and well-being. This paper sets out some evidence in relation to the impact of sports participation on:

- health
- education
- social exclusion
- crime and anti-social behaviour
- employment and the economy
- environment and regeneration

Evidence was drawn primarily from the reports listed at the end of this paper, which in turn are based on a combination of new surveys and existing research.

Health

Though comprehensive data on trends in the level of physical activity in the population are not available, the upward trend for obesity appears to parallel a reduction in physical activity and a rise in sedentary behaviour. A study commissioned by Sport England, for example, showed that the proportion of young people spending two or more hours a week in physical education had decreased from 46 per cent in 1994 to 33 percent in 1995. Similarly, between 1986 and 1996 the proportion of under 17 year-olds walking to school fell from 59 per cent to 49 per cent, whilst the number of car journeys to school nearly doubled. At the same time, there has been an increase in the number of hours devoted to many sedentary activities. For example, the average person in England watched over 26 hours of television a week in the mid-1990s, compared with 13 hours in the 1960s. There is also increasing evidence that many people are not taking sufficient exercise to have a significant benefit to their health. Data from studies undertaken in England in 1998 demonstrated that, using a criterion of less than one 30 minute period of moderate activity per week, 23 per cent of men and 26 per cent of women were sedentary. A quarter of women and just over a third of men engaged in regular, moderate activity. More recently, the National Diet and Nutrition Survey published in 2000, which measure physical activity levels of young people aged between 7 and 18, showed that most young people in this age group were inactive, as indicated by time spend in moderate or vigorous intensify activities. ***(Tackling Obesity in England” - NAO 2001)***

Cars, computer games and labour-saving devices have their attractions, but they mean that too many people are leading comparatively sedentary lives. Indeed, one study showed that 91 percent of young women (and 70 per cent of young men) are falling below the activity levels which are compatible with a

fit and healthy lifestyle. Similarly, other research has shown that many children have worryingly low levels of fitness. By keeping people fit and healthy, sport is a form of preventive medicine significantly reducing the burdens on the National Health Service. The all-Party Select Committee on Culture, Media and sport, May 1999, said "Wider active participation should be a central aim of sports policy. Authoritative research indicates that exercise and participation in sport help to combat social exclusion and improve health". **(The value of sport - Sport England)**

The Green Paper "Our Healthier Nation" sets out four priority areas for action, namely: heart disease and stroke; accidents; cancer; and mental health. Lifestyle factors, such as diet and exercise, are identified as one major cause of ill-health. There is considerable weight of evidence on the positive health effects of physical activity. It is accepted that appropriate levels of regular physical activity can significantly reduce the incidence of heart disease, stroke, some cancers; it improves circulation and reduces high blood pressure; helps prevent obesity-related disease; maintains bone density and helps prevent osteoporosis; and improves function and co-ordination, reducing the risk of accident and injury, especially amongst older people. This is particularly relevant for older women (and there are more older women than men) who suffer most from osteoporosis, and therefore put an huge burden on the health care system in terms of long term care after fractures. There is, in addition, strong evidence of the benefits of sport-based physical activity for mental health, including reducing stress and anxiety, decreasing mild to moderate depression and emotional benefits.

The levels of activity required to achieve these benefits are 20 minutes or more of vigorous activity on 3 or more days per week, or 30 minutes of moderate intensity exercise on 5 days per week, or some combination of these. Notwithstanding this any physical activity is better than none at all and has proven health benefits. While this can be achieved by methods other than participating in sport or training (e.g. gardening), sustaining these levels of exercise for most people needs a variety of activity, with a social element. Sport and organised exercise have an important role - evidence suggests that few people achieve the necessary levels without some participation in sport, broadly defined. It is estimated that 64% of men and 76% of women are below the recommended minimum. Amongst reasons for non-participation, not having got into the habit or "I'm not the sporty type" is cited by 25% of men and 38% of women. Female participation after leaving school, in particular, is affected by family commitments, less disposable income than men and a lack of role models both in sport and in sports management. Hence the priority attached to developing the habit of exercise among school age children and steps to ensure they sustain it in the transition to adult life. ***(Taken from a variety of sources, including The Green Paper "Our Healthier Nation" (DoH,1998), Allied Dunbar National Fitness Survey, Health Education Authority and Sports Council, 1992, Health update 5: Physical activity, Health Education Authority 1995)***

Education

To get a good start in life, all youngsters need to receive high quality teaching enabling them to fulfil their academic potential. But a well-balanced education doesn't end in the classroom and can't be judged solely on academic results. Children need to learn lessons that will stand them in good stead for the rest of their lives – a process in which sport can play a key role. As countless sports stars have confirmed, sport can be character-building. It teaches people the benefits of self-discipline, team-work, mutual respect and fair play. It enables youngsters, in particular, to channel their energy, competitiveness and

aggression in a personally and socially beneficial way. (***The value of sport - Sport England***) DfEE and DCMS are jointly commissioning an impact study to look at the effectiveness of the School Sport Co-ordinator programme in raising school standards, raising sporting standards and increasing participation for all young people, with an emphasis on those in under-represented groups. (***The Government's Action Plan for Sport - DCMS***)

Part of the curriculum development work commissioned by ministers from the Department for Education and Employment (DfEE) and the Department for Culture, Media and Sport (DCMS) was an investigation carried out by the Qualifications and Curriculum Authority (QCA). This work, which was completed as part of the post national curriculum review, targeted schools, identified as being successful in PE and school sport. Data collected by a questionnaire revealed that schools with good records in PE and school sport report higher attainment in PE among pupils, as might be expected, but also higher achievement across the curriculum. High levels of participation were also characteristic of these schools with good attendance figures and improved behavior reported as a result. It was also found that still the most popular extra-curriculum activity run by schools is competitive sport (***PE and Sport Project - Qualifications and Curriculum Authority (QCA) on behalf of DfEE and DCMS***).

Participation in sport enables young people to use their leisure time in a constructive way. Group activities such as team games can promote a sense of community and pride in achievement which lead to heightened awareness of the obligations of citizenship- (***Home Office Consultation Document, 1997***)

The Specialist Sports Schools programme based in secondary schools has demonstrated, that schools that focus on physical education and sport raise academic standards more rapidly than their counterparts. They have also shown that they can successfully tackle social exclusion, improve attendance records and become hubs of community sports development. There have been a number of schemes to help young people aged 14 – 18 develop leadership skills through sport. These have proved highly successful and helped young people develop social responsibility and contribute to their communities as volunteers. (***Ofsted report May 2000***)

Within schools significantly less time is being spent on sports and physical activities, particularly in primary schools with many head teachers having poor awareness of the values of PE for cognitive development. On a positive note, there is strong evidence to suggest that involvement with Sport England initiatives has been overwhelmingly beneficial to schools. Satisfaction rates among users are high. These results should serve to highlight the positive impact of such involvement. (***Young people and sport in England 1999 - carried out for Sport England by MORI***)

Social exclusion

In recent years, growing concern has been expressed about the problem of social exclusion, with people (particularly those in deprived areas) having an inadequate stake in the society in which we all live. Sport is one way in which social exclusion can be tackled. Important evidence suggests that participating in sporting activities increases people's sense of integration into their local community, in both urban and rural areas. The Somerset Rural Youth Project uses sports projects to tackle problems of social exclusion among young people. Similarly, in Kingston-upon-Hull, Active uses sport to

motivate young people facing social problems to gain qualifications and increase their employability by developing their social skills. ***(The value of sport - Sport England)***

Sport can have an important integrating function. Sunderland FC has introduced a project for young unemployed men and women to train as football coaches, leading to an NVQ in coaching (awaiting evaluation). Leicester City FC's Football in the Community scheme and programmes run by the Manningham Sports centre in Bradford have been successful in bringing in members of the Asian community. An evaluation study of pilot schemes using existing sports facilities in areas of high unemployment to encourage participation in the community of groups which are often marginalised, demonstrates benefits in bringing participants into employment and strengthening the social fabric by creating permanent new clubs and increasing participation across the communities. ***(Glyptis et al, Sport and the Unemployed, Sports Council 1986, and Local Authority Sports Provision for the Unemployed: The UK Experience, Sue Glyptis 1991)***

As most young people recognise the importance of staying fit and healthy, the challenge will be to present physical activities, whether individual or team-based, as enjoyable and thus something which young people want to do, rather than feeling they should do. It is important to raise awareness of sports other than team games, particularly those that are not competitive, and to promote more indoor and less overtly physical sports for girls. Care for others (eg siblings, sick parents) and part-time jobs were one of the most important factors preventing young peoples' participation. ***(Young people and sport in England 1999 - carried out for Sport England by MORI)***

There is also evidence that involvement in sporting activities can have a positive effect on the prevention of early sexual activity and teenage pregnancy. Female athletes are significantly more likely to have sex later, to have fewer partners and less likely to get pregnant, which has a subsequent impact on social exclusion. ***(Sport and Teenage Pregnancy - the Women's Sports Foundation, New York, 2000)***

Headline findings show that there is ample evidence that for certain groups in the population levels of participation and involvement in sport are lower than might be expected. There is considerable research evidence to show, for example, that young people take part in a lot more sport than older people, that women generally are less likely to participate in sport than men and that people from lower socio-economic backgrounds are less likely to participate than their counterparts in the middle and upper socio-economic groups. Anecdotal evidence backed up by small-scale studies, often of a qualitative nature suggest that ethnic minorities generally have relatively low levels of participation in sport. To date, however, these assertions have not been backed up by any large-scale empirical studies. It was because of this lack of sound measurement of the extent of inequality in participation in sport amongst ethnic minorities that Sport England commissioned the Office for National Statistics (ONS) to carry out the first-ever national survey of 'Sports participation and ethnicity in England'. The results from the survey help to focus attention on the real extent of inequality and provide some pointers as to the reasons why it may exist. In addition the findings will help to identify where further qualitative research is required in order to better understand the causes of inequality where it may exist and ways to overcome it. ***(Sports participation and ethnicity in England 1999/2000 - carried out by the Office of National Statistics on behalf of Sport England)***

Crime and anti-social behaviour

There are strong theoretical arguments for the potentially positive contribution which sport can make to reducing the propensity to commit crime, but an absence of robust intermediate or final outcome data, especially for large-scale diversionary projects. Available evidence suggests that outreach/bottom-up approaches, credible leadership and non-traditional, local, provision have the best chance of success with the most marginal at-risk groups. A needs-based youth work approach may be more appropriate than a product-led sports development approach. Sport appears to be most effective when combined with programmes which seek to address wider personal and social development - diversion must be complemented by development. To maximise their potential contribution sports organisations must adopt multi-agency working in integrated and developmental programmes.

(Realising the potential: the case for public studies - prepared for the local Government Association - not yet formally published)

Young men aged 17-25 are responsible for a large proportion of all criminal activity and anti-social behaviour, inconveniencing people, blighting neighbourhoods and accounting for massive amounts of police time and public money. Evidence from across the country shows that sport reduces the chances of young people slipping into lives of crime. There is a reduced risk of a person re-offending if he can be encouraged to participate in sport. In Bristol, a wide range of partners (including the police, city council and a local residents' association) have come together in the 'Voice of Southmead' initiative, which uses sport to help tackle social exclusion and address drug-related problems and associated criminal activity. Early indications show a marked drop in crime, including a major reduction in juvenile offending. ***(The value of sport - Sport England)***

A study of football projects in inner cities looked at local, estate-based schemes throughout the country run by detached youth and community workers, the probation service and Football in the Community officers, with a high level of input from tenants and parents in deprived inner-city areas. The study found five specific benefits to offenders and young people at risk of future offending: increased self-esteem; improved relationship with peer group; productive use of time; better relationships with adults; and a more positive attitude to the police. ***(Jones, V: "Match of the Day? Football and crime prevention" Criminal Justice Matters no 23, 1996)***

Employment and the economy

Sport is already a major employer, providing over 400,000 full-time jobs. It is also a growth industry. For example, sports tourism has grown rapidly over recent years, with thousands of visitors (and millions of pounds) being attracted to England by events like Euro '96 and cricket's World Cup. A recent parliamentary report, from an All-Party Select Committee, commented on sport's great, and growing, economic importance. 'Sport ... has grown enormously in economic value; sport is big business'. ***(The value of sport - Sport England)***

Much available evidence relates to estimates of the current economic value of national and regional sports economies or one-off events. There is little research on the regenerative potential of investment in sport, or the long-term benefits to local communities of sports-led investment strategies. Although

training opportunities for basic sports leadership awards contribute to the development of self-esteem and self-confidence, without additional qualifications their vocational value is limited. The value of sports-orientated employment programmes may lie less in their directly vocational effectiveness, but more in their appeal to certain groups of long-term unemployed and their reduction of social exclusion through the development of 'employment networks'. The personal and educational development needs of many long-term unemployed on sports-orientated employment schemes require parallel supporting programmes. **(Realising the potential: the case for public studies - prepared for the local Government Association - not yet formally published)**

Enhancing the environment and urban regeneration

The growing number of households is increasing the demand for land for new houses, so intensifying the pressure on our countryside, playing fields and Green Belts. Sports fields provide green 'lungs' for our towns and cities, while new facilities can regenerate previously derelict land. In the countryside, many sports (such as canoeing, sailing and mountaineering) contribute to the health and sustainability of the rural economy. Proposed developments on playing fields have been a major cause of public concern. Since becoming a statutory consultee on such proposals, Sport England has opposed many developments and worked, in partnership with local authorities, to ensure that existing levels of sports provision are maintained and wherever possible, enhanced. **(The value of sport - Sport England)**

Improving sports facilities, and hosting major sporting events, can modernise an area's image and improve local self-esteem. Such benefits are often intangible, but their knock-on effects can be truly substantial. Cities such as Birmingham and Manchester have successfully used sport (and the arts) to increase their attractiveness to British businesses and to inward investors. The same has happened overseas: a recent report by an All-Party Select Committee highlighted the sports-led improvements in the fortunes of Brisbane, Melbourne and Barcelona. The all-Party Select Committee on Culture, Media and Sport said in May 1999 [Sport is] "a catalyst for community regeneration ... Indeed, this country cannot afford not to attract and stage international sporting events" - **(The value of sport - Sport England)**

Sources

Tackling Obesity in England - NAO 2001

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Health update 5: Physical activity - Health Education Authority 1995

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Young people and sport in England 1999 - carried out for Sport England by MORI.

Glyptis et al, *Sport and the Unemployed*, Sports Council 1986

***Local Authority Sports Provision for the Unemployed: The UK Experience*, Sue Glyptis 1991**

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***Sport and Teenage pregnancy* - the Women's Sports Foundation, New York, 2000**

Sports participation and ethnicity in England 1999/2000 - carried out by the Office of National Statistics on behalf of Sport England

Jones, V: "*Match of the Day? Football and crime prevention*" Criminal Justice Matters no 23, 1996

Policy Action Team 10 Research Report: Sport and Social Exclusion - a report to DCMS by Michael Collins et al reports on measure outcomes, and evidence of what worked in schemes for socially excluded people. Includes research on the impact of sport on those excluded by the following: poverty, gender, youth, youth and delinquency, sexuality, age, ethnicity, disability, exclusion in rural areas, exclusion in cities.

Appendix D: Analysis of responses to consultation exercise

Staff Questionnaire Analysis

This paper provides a first analysis of a questionnaire-based consultation with key staff from Sport England. The analysis focusses on the barriers to effective performance and ways in which those barriers can be broken down. It highlights issues which need to be followed up in more detail by the review:

- Role of Sport England;
- interfaces between Sport England and other bodies.

and, following on from the above:

- Sport England internal structure and staffing;
- mechanisms for lottery distribution;
- Sport England Programmes; and
- communications.

Background

The questionnaire

The Sport England Reviewer undertook a paper-based consultation exercise in July 2000. The questionnaire used is reproduced at Annex B. The questions were framed to encourage detailed responses, based on experience, and the greater majority of respondents clearly put much thought into their returns.

Analysis methodology

The scope given by the questions to respondents not only generated much interesting and useful information but also lead to considerable overlap and duplication, both within individual returns and across all 20 returns. This analysis has, therefore, been structured as follows:

- Overview, including successful programmes;
- Barriers, including openness, value for money, and consultation; and
- Solutions, including work that could be done by others, other areas Sport England could cover, and use of IT.

Not all respondents answered all questions, and some questions generated more than one answer. This means that the numbers do not always tally with the number of questionnaires returned. Percentages have not been used in the analysis owing to the relatively small number of returns.

A commitment to confidentiality was given. This analysis does not, therefore, link responses with grades.

The respondents

We invited 50 staff members from Sport England to take part in the analysis but only 20 questionnaires were returned:

Staff Grade	Returns
1	1
2	2
3	11
4	4
6	1
7	1

Most respondents had considerable experience of a range of Sport England programmes and activities. Their contacts with Sport England were divided between Headquarters (10), regional offices (9) and Corporate services (1). The number of years worked at SE ranged from zero to two (6), two to five (8), over ten (6).

Analysis: overview

The returns illustrated that:

<p>There is general opinion that SE has clear aims and objectives (17) and knowledge of these objectives is good (17). There is also a general opinion that SE has been relatively successful in achieving its aims and objectives in the last three years (16) given the barriers it has faced.</p>
<p>The most notably successful programmes were: lottery funding and distribution (14); Active Programmes (7); Millennium Youth Games (6); School Sport (5); World Class Facilities (3); Awards for All (3) Other successful projects mentioned were good use of customer feedback, especially with regard to the lottery application process (16); satisfactory or good training for staff (18); good use of information technology (10); partnerships with governing bodies and local authorities working(9).</p>
<p>The most notably least successful programmes mentioned were: in general too many programmes (4); Awards for All (3); Education and training (2); more work with schools (4); partnerships not always working (4) a couple of people mentioned that the relationship with YST needs to be improved.</p>

The most significant solutions given to improve the effectiveness of the service: Greater regionalism (9); improved communications (13); organisational development (17); equipment to work away from the office, eg laptops, mobile phones etc (8); improve IT service both internally and for the public (9)

Although the majority of returns were critical in some way of the relationship between Sport England and DCMS, many balanced their criticism by suggesting that the two work closer together as a partnership. Many of the returns focused on ways in which Sport England could work better.

Analysis: barriers

The following table lists the key barriers identified by respondents which were preventing Sport England from being fully effective:

Barrier	No of times mentioned
<u>Restrained by DCMS</u> , many staff felt that the work of SE was restricted by the DCMS	15
<u>Bureaucracy</u> , staff felt that decision making needed to be streamlined	7
<u>Funding/Staffing problems</u> , staff felt that lack of resources and high turnover of staff was a problem	10
<u>Regionalisation</u> : many staff felt the need for de-centralisation	10
<u>IT</u> : need to integrate it with services both internally and externally	9
<u>Communications</u> , within SE considered to be a problem.	8
Provide the <u>equipment</u> for SE staff to work away from their offices	8

The relationship with the DCMS was something people felt very strongly about. 6 people mentioned that the DCMS should allow SE greater autonomy in decision making. 4 mentioned that the DCMS gave unrealistic timescales for projects. 4 mentioned that the DCMS and SE should work more closely together with more open communication, one mentioned staff exchanges. There was also anxiety about the confusion created when political agendas seemed to override SE's work (5), the sporting strategy was mentioned four times especially the conflicting requirements of social exclusion versus elite sport.

With regard to the structure of SE, 3 people mentioned the problem of middle management, and 6 mentioned the problem of autocratic or even patronising senior staff. In terms of communication a couple of people mentioned that SE was bad at communicating success within the organisation. 9 people said that although there may be a forum to speak out, considerations were not necessarily listened to.

13 respondents felt that Sport England worked in an open way; 4 felt that it was not open. There was some confusion as to whether the question was referring to an open strategy internally or with the public. It was generally felt that it was internally open.

Analysis: solutions

Respondents generated a wide range of potential solutions to break down the barriers they had identified. Key solutions were:

Solution	No of times mentioned
<u>Regionalisation</u> : staff felt that regionalism could be improved	10
<u>Improved communications</u> , internally and externally.	13
<u>Organisational development</u> .	17
<u>IT</u> , internal and external	9

With regard to regionalism, it was suggested twice that the number of staff in the regions should correlate to the size of the region, and that local partnerships could be improved. A number of staff felt that internal communication could be improved for example between the Exchequer and the Lottery. High level communication between SE and the DCMS was also felt to be limited. With regard to external communication, 5 people suggested that it was important to provide better access to customers on line, for example lottery application forms on the internet, and regional websites.

With regard to the organisation and structure of SE, staff felt that there were several actions Sport England should take on the personnel/ management front. These included: co-ordination of programmes, (one person suggested appointing a Head of Medals and a Head of Governing Bodies); measuring outcomes in a non-restrictive way - for example the business process review system; continue the move towards a customer facing organisation.

Other solutions included reducing number of initiatives; better review systems; dedication to all sports; use more customer feedback; define the boundaries between UK Sport, Sport England and UKSI; more staff incentives; work better with NGBs, school sport and clubs.

Suggestions were made about giving work currently being carried out by Sport England to other bodies.

Activity	To go to...(number of times mentioned)
Marketing	Contract out (1)
School Sport/teacher training	DfEE/TTA (4)
Information Services	Contract out (2)
Payroll	Contract out (1)
Compliance	Case Managers (1)
Management of National Sports Centres	EI of Sport (1)
Land Use Planning	(1)
Sporting Ambassadors	(1)
Water and Country side recreation	(1)
Audit	(1)

Ideas were also offered about areas Sport England could move into, although these tended to concentrate on extending areas of operation or changing the emphasis of Sport England's work rather than totally new areas of activity.

The Official Trade Union response highlighted many of the issues that came out of the staff responses. Successful programmes mentioned were facilities planning, lottery distribution and policies relating to women, social inclusion, ethnic minorities and disabled sports. The barriers they referred to were mainly related to the DCMS. It was felt that management control should be handed over to SE regarding the following issues: pay structures and levels, number of hours for contracts, caps on numbers of staff, car loans. They also mentioned that the Performance Pay System was demoralising and that 10k per annum for staff Health Checks would improve performance levels. The Trade Union attitude to structure of the organisation was that whilst recognising the need for dynamism, continual restructuring had been frustrating for staff.

Conclusion: key issues for the review

This consultation exercise has been useful in highlighting key issues for the review to investigate further, in particular at Stage Two. These issues are:

- Role of Sport England
- Interfaces between Sport England and other bodies

and, following on from the above:

- Sport England internal structure and staffing
- Sport England Programmes
- Communications

Finally, the review needs to note that consultation always raises expectations of action. The review will, therefore need to ensure that feedback is given at the appropriate time to those Sport England staff members who have taken the trouble to respond.

Questionnaire for staff/unions

How effective do you think Sport England is in carrying out its current services and functions; and what changes might be made to increase its effectiveness?

To what extent does Sport England meet its aims, objectives and quality standards?

To what extent does Sport England's structure facilitate its delivery of services and functions?

Are there any areas in which Sport England duplicates the work of other bodies? If so, where and how does the duplication occur? In what areas does Sport England complement the work of others?

How responsive do you think Sport England is to developments in Government policy and more generally to change?

Are Sport England staff given adequate training to enable them to make a positive contribution to the work of the organisation?

How and to what extent are Sport England staff involved in the evaluation of policies and services, enabling them to contribute their ideas for improvement?

How can Sport England make better use of new technology to improve its service delivery and the performance of its functions?

Do you consider that Sport England empowers the organisations that it works with by operating in an open and facilitative manner?

Are there other groups whose needs Sport England should be addressing but are not?

How can Sport England's services and functions be provided more effectively and efficiently in future?

Can Sport England's responsiveness and quality of service be improved to deliver services which better meet people's needs?

How do you think Sport England's role should develop over the next few years?

In what way could Sport England make better or different use of existing resources?

Are there any other comments about Sport England, its terms of reference, its status as an NDPB, or Board membership you would wish to make?

Your comments will be treated confidentially and will only be used to inform this review.

Stakeholder Questionnaire Analysis

This paper provides a first analysis of a questionnaire-based consultation with key Sport England stakeholders. The analysis focusses on the barriers to effective performance and ways in which those barriers can be broken down. It highlights issues which need to be followed up in more detail by the review:

- Role of Sport England;
- interfaces between Sport England and other bodies, in particular its relationship with UK Sport;

and, following on from the above:

- sport England internal structure and staffing;
- mechanisms for lottery distribution;
- Sport England Programmes; and
- communications.

Background

The questionnaire

The Sport England Reviewer undertook a paper-based consultation exercise in July 2000. The questionnaire used is reproduced at Annex A. The questions were framed to encourage detailed responses, based on experience, and the greater majority of respondents clearly put much thought into their returns.

Analysis methodology

The scope given by the questions to respondents not only generated much interesting and useful information but also lead to considerable overlap and duplication, both within individual returns and across all 63 returns. This analysis has, therefore, been structured as follows:

- Overview, including successful programmes;
- Barriers, including openness, value for money, and consultation; and
- Solutions, including work that could be done by others, other areas Sport England could cover, and use of IT.

Not all respondents answered all questions, and some questions generated more than one answer. This means that the numbers do not always tally with the number of questionnaires returned. Percentages have not been used in the analysis owing to the relatively small number of returns.

Many respondents asked for their returns to be confidential. This analysis does not, therefore, link responses with bodies. A full list of respondents is at Annex B.

The respondents

67 questionnaires were returned from stakeholders as follows:

Stakeholder group	Returns
Sports governing bodies	20
Local authorities	11
Schools	3
Individuals	2
Other bodies	31

Practically every respondent had considerable experience of a range of Sport England programmes and activities. Their contacts with Sport England were evenly divided between Headquarters (12), regional offices (13) and both HQ and regional offices (19). Their views on their relationship with Sport England were also evenly divided between good (19) and satisfactory/ improving (19) with ten respondents stating it was not good (10).

Analysis: overview

The returns illustrated that:

There is general awareness of the high level 'more people, places and medals' aims but less understanding of the detailed objectives.
Sports structures and bodies with an interest in sport are complex and various, making it difficult for any strategic umbrella body to satisfy everyone.
There are tensions between governing bodies, local authorities and organisations in the broad recreation field, each of which has a slightly different view of Sport England's role and function (and indeed, what 'sport' actually means).
Attitudes to Sport England tended to be affected by success or failure in tapping resources, in particular Lottery resources.

Although the majority of returns were critical in some way of Sport England, many balanced their criticism by identifying successes such as Lottery funding; improved facilities; and funding for elite

performers. There was also general recognition of the need for a strategic body to bring stakeholders together and many of the returns focused on ways in which Sport England could work better.

Analysis: barriers

The following table lists the key barriers identified by respondents which were preventing Sport England from being fully effective ; only 9 respondents failed to identify any barriers:

Barrier	No of times mentioned
<u>Confusion over role.</u> It was felt that Sport England was too involved in delivering programmes rather than setting a strategic framework enabling other agencies to deliver. This lead to confused boundaries not only between Sport England and sports organisations/ agencies but between these organisations	27
<u>Bureaucracy,</u> in particular connected with Lottery funding applications.	24
<u>Poor staff.</u> While many respondents were at pains to point out where they had worked with good staff in Sport England, there was a general view that Sport England and its staff were inexpert, did not fully understand stakeholder needs, suffered too much turnover and were not sufficiently empowered to provide an effective service.	20
<u>Centralisation.</u> Respondents found centralised decision-making extremely frustrating as it slowed up Sport England’s responsiveness.	14
<u>Initiative overload.</u> There was a feeling that Sport England was trying to do too much and that initiatives were not being properly carried through before the next idea came up. The phrase ‘changing goalposts’ was commonly used	13
<u>Communications,</u> both within Sport England and with stakeholders was identified as a major problem. Particular examples cited included inconsistent messages from HQ and regional offices and a lack of transparency in Sport England’s dealings.	12
<u>Management style.</u> Sport England was viewed as being poor at planning and management, adopting an arrogant, autocratic style and working from preconceptions.	9
<u>Political influence.</u> There was a feeling that Sport England was not sufficiently removed from government and that the ‘arms length’ relationship was not operating effectively. Some respondents felt that the needs of sport were being subordinated to social and economic objectives.	8

Evidence to support the above views was provided in the answers to questions about openness, value

for money and consultation.

10 respondents felt that Sport England worked in an open way; 29 felt either that it was not open at all or that there were significant shortcomings. While there was some recognition that a lack of openness was not unusual in public sector bodies, it was clear that Lottery funding decisions, in particular, were viewed as being unnecessarily opaque.

7 respondents thought that Sport England represented value for money in general; 25 thought that it did not entirely. The majority of the 24 cited administrative costs as the reason for their view.

9 respondents thought that their views were taken into account by Sport England; 27 were critical about Sport England’s consultation with stakeholders. It was felt that consultation took place at too late a stage, that key stakeholders were omitted and that exercises were often just paying lip service.

Analysis: solutions

Respondents generated a wide range of potential solutions to break down the barriers they had identified. Key solutions were:

Solution	No of times mentioned
<p><u>Sport England to be a strategic, enabling organisation</u>, working in partnership with agencies delivering on the ground, devolving power, funding decisions and the detail of ‘how’ to deliver strategic programmes. This was a view common to all types of stakeholders, but, as would be expected, governing bodies stressed their role as deliverers, whereas local authorities focused on their role. This would necessarily involve clarifying boundaries between organisations.</p>	24
<p><u>Improved communications</u>. Respondents wanted to see real consultation, more information readily available, speedy responses to questions and correspondence and Sport England communicating with a wider range of bodies. In this context 24 respondents identified IT as a key tool Sport England could use (e.g. further develop the website, use e-mail and telephone/video conferencing).</p>	22
<p><u>Organisational development</u>. Respondents felt that there were several actions Sport England should take on the personnel/ management front. These included: boosting its capability in terms of planning and effective management; training and empowering staff; restructuring; and reducing staff turnover.</p>	18

<p><u>Regional/ grass roots emphasis.</u> It was felt that Sport England should make more of its regional structure to help and guide agencies on the ground.</p>	<p>18</p>
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Other solutions included: clarify objectives, processes and boundaries; follow consistent policies over 4-10 years, recognising that returns on investment take time in sport; more flexible funding criteria; limit the number of initiatives; revisit relationship with DCMS.

Suggestions were made about hiving off specific work currently carried out by Sport England to other bodies (5 respondents said that no area of work could be carried out by others), in addition to the general comments about greater delegation/ devolution, as follows:

Activity	To go to...
Sportsmark	PE organisations
Sportsmatch	DCMS; independent organisation
Education and training	SPRITO
Accreditation programmes generally	Out source under licence
Funding for UK governing bodies	UK Sport
NCF funding	Governing bodies
Performance programmes	UK Sport
Liaison with governing bodies	UK Sport
Lottery distribution	Local authorities; governing bodies
A4A	Local boards
Youth issues	Youth Sports Trust

Ideas were also offered about areas Sport England could move into, although these tended to concentrate on extending areas of operation or changing the emphasis of Sport England's work rather than totally new areas of activity.

Conclusion: key issues for the review

This consultation exercise has been useful in highlighting key issues for the review to investigate further, in particular at Stage Two (there was no suggestion that Sport England should be totally disbanded). These issues are:

- Role of Sport England
- Interfaces between Sport England and other bodies, in particular its relationship with

UK Sport

and, following on from the above:

- Sport England internal structure and staffing
- Mechanisms for lottery distribution
- Sport England Programmes
- Communications

Finally, the review needs to note that consultation always raises expectations of action. The review will, therefore need to ensure that feedback is given at the appropriate time to those stakeholders who have taken the trouble to respond.

Questionnaire

Please answer as many of the questions which follow as you can, based on your own experience. Where possible, draw upon objective evidence to support your answers. Extracts from responses may be used to illustrate points made in the final report on Sport England but will not be attributed. If you do not wish your response to be used in this way, please indicate clearly at the top of this form. We will respect any request for confidentiality.

Sport England Policy and Programmes

- S Do you think Sport England has a distinct mission, with clear aims and objectives?
- S If you think that Sport England has a distinct mission, with clear aims and objectives, could you summarise in your own words what they are?
- S To what extent do you think Sport England has been successful in achieving its aims and objectives over the last three years?
- S In what areas (maximum of three) do you think Sport England has been most successful? What do you think are the main reasons for this success?
- S In which areas (maximum of three) do you think Sport England has been least successful? What do you think are the main reasons for this lack of success?
- S Which of Sport England's programmes have you been directly involved in or products or services have you used?
- S Have your dealings been mainly with Sport England's regional offices or with the Headquarters?
- S How would you describe your organisation's current relationship with Sport England and do you think you have developed a more or less effective relationship with Sport England over the last 3 years?
- S Are there any areas of work carried out by Sport England at present which you think would be more effectively carried out by others (please name up to three areas and the organisations which you think should be responsible for each)?
- S Are there any areas in which you think Sport England should be working but isn't at the moment (please name up to three)?

Quality of Service

- S How would you rate your knowledge of the standards of quality Sport England is seeking to achieve?
- S How would you rate the quality of service you have received from Sport England over the last year?
- S How do you think Sport England could improve the quality of the services or programmes

which you have used over the last year?

Effectiveness of Service

- S How would you rate the usefulness or value of the services or programmes offered by Sport England which you use?
- S To what extent do you think Sport England could make better use of new technologies to improve the delivery and quality of its services (please give examples)?
- S From your own experience, would you say that Sport England is an organisation which works in an open way?
- S What changes (up to three) could Sport England make in your view to improve its effectiveness?
- S How easy is it for you to find out about Sport England's programmes and services?

Efficiency

- S From your own experience, to what extent do you think Sport England provides value for money?
- S Do you think there are steps which Sport England could take to deliver its services and programmes more efficiently?
- S Are there things which you think Sport England could do to make it more cost effective for you to use their services and programmes?

Responsiveness

- S To what extent do you feel that Sport England takes account of the views of its customers when developing programmes and services?
Can you think of any examples (up to three) of instances which support this view?
- S Does Sport England make it easy for you to complain?
- S If you had cause to complain over the last 3 years, how effective have you found Sport England at putting things right after a complaint?
- S To what extent do you think the products and services offered to you by Sport England meet your priority needs?

General

- S Are there any other comments you would like to make about Sport England, its operations, its status as a non-departmental public body, membership of the Council or other relevant issues?

Please return your completed form by **Monday 18th September** to:

Eleanor Street
Sport and Recreation Division
DCMS

2-4 Cockspur Street
London SW1Y 5DH

Questionnaire respondents

[Anonymous]
Audley School
All England Lawn Tennis and Croquet Club
Amateur Athletic Association
Amateur Rowing Association
Amateur Swimming Association
Association of London Government
Brit Orienteering Federation
British Amateur Rugby League Association
British Cycling Federation
British Fencing Association
British Mountaineering Council
Bucks Local Education Authority
Central Council of Physical Recreation
CLOA
Commonwealth Games Council for England
CTC
East Midlands Federation of Sport and Recreation
East Midlands Sport Board
English Basketball Association
English Federation of Disability Sports
English Ski Council
English Target Shooting Federation
English Volleyball Association
esports.com
Essex County Council
Events of Excellence
Failsworth School
Federation of Yorkshire Sport
Fight for Foster's Playing Field
Football Association
Hertsmere Borough Council
B. Hitchcock
Institute of Leisure and Amenity Management
Institute of Sport and Recreation Management
Kent County Council
Langdon School
Lawn Tennis Association
Leeds Metropolitan University and Speednet
Leicester City Council (x2)
Local Government Association
London Borough of Bromley

London Borough of Croydon
London Federation of Sport and Recreation

Mountain Leader Training Board
J. Munn
National Caving Association
National Council for School Sport
National Playing Fields Association
National Rounders Association
National Youth Agency
NCF
Norfolk County Council
North East Development Agency
North West Development Agency
Penwith District Council
Physical Education Association (UK)
Royal Yachting Association
South West Sports Board
Sporting Equals
Sports Industries Federation
Sportsmatch
Squash Rackets Association
Staffordshire Moorlands District Council
Tennis and Rackets Association
Wirral Borough Council
Women's Sports Foundation
Youth Justice Board