



National Audit Office

**REPORT BY THE
COMPTROLLER AND
AUDITOR GENERAL**

**HC 22
SESSION 2010–2011**

27 MAY 2010

Increasing participation in sport

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National Audit Office

Increasing participation in sport

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Amyas Morse
Comptroller and
Auditor General

National Audit Office

14 May 2010

The Department for Culture, Media and Sport requires Sport England to deliver an additional one million people doing at least 30 minutes of sport three times a week by March 2013. Sport England spends significant sums of public money to sustain and increase the number of people participating in sport but it does not have control over all of the factors which may lead to participation.

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This report can be found on the
National Audit Office website at
<http://www.nao.org.uk/sports-participation-2010>

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Summary

1 The Department for Culture, Media and Sport (the Department) is the lead Government Department for the London 2012 Olympic and Paralympic Games, and as part of the Olympic legacy has a target to get two million people more active by March 2013.

2 Sport England, a non-departmental public body the Department funds and oversees, is responsible for delivering the Department's policy goal of developing a world-leading community sport system to get more people taking up sport simply for the love of sport, and for developing sporting talent at all levels. UK Sport, a separate non-departmental public body, is responsible for elite sport.

For the purposes of its current participation target Sport England defines as 'sport' moderate intensity activity of at least 30 minutes duration in a sport recognised by UK Sport, Sport England and the other home country sports councils.

3 As part of the Olympic legacy target, the Department requires Sport England to deliver an additional one million people doing at least 30 minutes of sport three times a week by March 2013. Sport England expects to deliver the majority of its target through funding 46 National Governing Bodies of sport, such as England Athletics. National Governing Bodies are responsible for managing, developing and promoting participation and competition in a particular sporting activity at a national level.

4 Sport England spends significant sums of public money to sustain and increase the number of people participating in sport but does not have control over all of the factors which may lead to participation, for example, the impact of sporting triumphs. This report examines the extent to which the funding provided by the Department through Sport England has resulted in increased participation in the past and how the Department and Sport England have planned to increase participation by March 2013.

Key findings

For the period 2005-06 to 2007-08

5 The Department had a target to increase participation in cultural and sporting opportunities by 3 per cent amongst 'priority groups' – women; people from black and minority ethnic communities; people with a limiting disability; and those in lower socio-economic groups. The Department did not meet its overall target for participation in culture or sport or the two sub-targets for sport: weekly participation in 'moderate intensity sport' amongst priority groups increased by between 0.1 per cent and 1.8 per cent; monthly participation in 'active sport' decreased in all but one of the priority groups, and participation by women, the largest group, fell by 1.6 per cent.

6 Sport England's expenditure to promote sport and physical activity during the period was £660 million. While increasing priority group participation was a key aim of its funding, it did not distinguish between the funds applied to increase such participation and participation in the wider population. Sport England did, however, fund a range of measures expected to benefit community sport, such as sports coaches and sports clubs, and overall adult participation in sport increased by 520,000 people. External factors, such as reactions to national sporting triumphs or the weather, may well have had an impact on participation levels, although there are inherent difficulties in demonstrating causation.

7 During the period the Department lacked basic performance management information on, and effective oversight of, Sport England. In addition, Sport England did not set organisations it funded targets to increase participation by priority groups.

For the period 2008-09 to 2012-13

8 In June 2008, in response to a review instigated by the Department, Sport England published a new strategy which included its target to increase by one million the number of people doing moderate intensity sport for at least 30 minutes three times a week. The Department itself now has a Public Service Agreement target to increase the number of adults who participate in two or more different cultural or sport sectors by 2 per cent by March 2011. It expects Sport England (through the one million target) to contribute to the Public Service Agreement target and to the Department's Olympic Legacy target to increase by two million the number of people taking part in sport and physical activity by 2013.

9 The one million participation target is based on broad assumptions rather than a quantified assessment of past achievements and of what Sport England can deliver in future. Nevertheless, having a specific target gives Sport England a clear objective. In setting the one million target, the Department sought to stretch Sport England and to maximise the interest in sport arising from hosting the 2012 Olympics.

10 Given the inherent uncertainties in increasing participation levels, Sport England aims to exceed its target by getting 1.25 million people doing more sport, to mitigate the risk of non-delivery. This is a reasonable first step and Sport England expects to review progress against its delivery plans at least annually. One year into Sport England's five-year delivery period an additional 115,000 people were participating in sport, against the 2008 initial delivery plan forecast of 160,000 additional participants for the first year. The Department and Sport England are currently revising estimates to reflect actual delivery plans but have not yet agreed new milestones.

11 Sport England relies more on sporting National Governing Bodies to deliver its target than was previously the case. It expects them to deliver up to 700,000 of the 1.25 million people doing more sport. Sport England has provisionally committed £480 million to Governing Bodies up to March 2013 and expects around three quarters to be used to sustain and increase participation, with the balance funding the pathways through which talented participants are identified to progress to elite level.

12 Sport England's process for allocating funding and targets to individual National Governing Bodies was well-developed in that it took into account a range of evidence and drew on expertise from within Sport England and across the sport sector. Sport England challenged Governing Bodies' assessments of what they should deliver. For seven sports we examined in detail, Sport England funded 75 per cent of the £143 million sought by Governing Bodies to maintain and increase participation, ranging from 60 per cent for cricket to 92 per cent for netball.

13 To decide funding allocations, Sport England evaluated the likely cost-effectiveness of interventions proposed by individual National Governing Bodies, and then benchmarked similar groups of sports, for example water- or hall-based sports. To reflect the need for diversity within the one million target, Sport England accepted a range of costs for participants, reflecting the differing coaching and infrastructure needs of different sports. The average cost per participant it funded ranged from £9 for Athletics and Cycling to £153 for Rugby League and £216 for Judo. The acceptance of a range of participant costs by Sport England also reflected a shared understanding with the Department of the value of improving participation across a diverse range of 46 sports rather than concentrating on a few mass participation sports such as football and swimming. However, while Sport England has decided to fund interventions in sports at a range of costs, it does not have criteria against which it can assess the trade-offs involved in funding participation in different sports.

14 Sport England's new approach has a number of known risks to delivery. It is heavily dependent on six National Governing Bodies to deliver 60 per cent of the increase in participation expected through Governing Bodies and on key assumptions about how the activities it funds should translate into additional participants. It also anticipates delivering the bulk of the additional participants towards the end of the target period in 2013.

15 In addition to its funding of National Governing Bodies, Sport England plans to deliver 550,000 participants through a combination of grant funding, partnership working and attracting external investment into sport. Sport England expects its work with higher education and the third and commercial sectors to deliver participants from 2010-11 onwards. Its plans to deliver participants through working with further education are less well-developed and delivery of additional participants is back-loaded towards the target delivery date of 2013. In line with the cross-government public spending cycle, Sport England has no committed Exchequer funding beyond March 2011.

16 The Department has set clear objectives for Sport England that are aligned with its own aims and Sport England's performance reports address these objectives. This is a clear improvement on the Department's relationship with English Heritage examined in our 2009 report *Promoting Participation with the Historic Environment*.

17 The current performance measurement arrangements between the Department and Sport England and between Sport England and its funded bodies are a marked improvement on those for the previous strategy period up to 2008-09. The Department now has greater confidence in Sport England's organisation, capacity and funding processes to deliver than has previously been the case.

Conclusion on Value for Money

18 Setting targets for improving sports participation provides a clear focus for Sport England's activities, and a basis for holding Sport England and the Department to account for the use of public money in this area. Understanding the causes of performance, however, is inherently problematic when increasing participation depends fundamentally on changing public behaviour.

19 Whilst overall adult participation in sport increased by 520,000 from 2005-06 to 2007-08, the Department did not meet its targets to increase participation in sport and physical activity amongst priority groups. The Department lacked adequate oversight of progress towards its targets and did not require Sport England to report on the outcomes of its activities. Sport England lacked a focus on, and transparency of funding towards, increasing participation amongst the priority groups by the targeted amount. In light of all this, a positive conclusion on value for money is not possible despite the overall increase in participation figures during that period.

20 However, Sport England now has a new strategy and a well-developed and improved funding assessment process for individual sports which we regard as positive developments that offer the prospect of improved value for money. Sport England has also developed improved processes for managing the performance of individual National Governing Bodies. In pursuing its target of securing an additional one million participants whilst increasing the range of sports it funds, Sport England's ability to make judgements on funding priorities between sports – and so to maximise value for money – would be strengthened if it had clear criteria for evaluating funding allocations between sports.

Recommendations

- a** **Without up-to-date delivery milestones for Sport England, the Department does not have a firm basis for getting timely assurance that Sport England is on track to achieve the 2013 one million target and to deliver its contribution to the Department's wider 2011 participation target.** The Department and Sport England should agree performance baselines and milestones.
- b** **The Department's target for Sport England to increase sports participation by one million people by 2013 was based on broad assumptions. Unless a target is demonstrably achievable, efforts to achieve it can be undermined.** When setting targets for Sport England and its other sponsored bodies, the Department should be able to demonstrate that targets are realistic and evidence-based.
- c** **To cater for delivery uncertainty, Sport England is initially aiming for 1.25 million additional participants, 25 per cent more than the one million required.** While this is a reasonable starting point for a five-year target where elements of its approach rest on assumptions, Sport England will need to set out whether and how it will reduce or re-target its funding for individual sports if it is likely to exceed its one million target.

- d Funding allocations to individual sports may represent value for money but this is less clear when comparing sports.** As Sport England does not have criteria against which it can assess the trade-offs involved in funding participation in different sports, it needs to set out a clear rationale for how it evaluates the trade-offs between the costs and benefits of funding different sports so that it will be able to target limited funds effectively at a time when public finances are under strain.
- e Sport England's delivery of its one million participation target by 2013 is heavily reliant on successful partnerships with higher and further education institutions and commercial and third sector organisations. While plans for the higher education sector are well-developed, its plans to deliver participants through some of the other areas are less well-developed.** Given the time lag between investment and resulting changes in participation levels, Sport England should make detailed plans by the end of 2010 on how these areas of work will deliver additional participants, and reflect these in performance milestones.
- f Sport England faces a challenge in securing £50 million in commercial investment to support sports participation, particularly given the economic climate and the competing sponsorship demands of the Olympics. Some 150,000 additional participants are expected to come through this source of funding and commitment in kind.** The Department should require Sport England to demonstrate its plans are achievable.
- g The Committee of Public Accounts recently concluded in its report on heritage participation that the Department has not developed any effective means to measure the contribution it or its sponsored bodies make towards its participation objectives. The Taking Part survey measures progress against the Department's targets but cannot show a causal link between actions taken and what is achieved.** This remains the case for sports participation and, while acknowledging the inherent challenges of identifying causal links and the value of the steps that Sport England is taking to understand participation, the Department should identify more direct and cost-effective ways of measuring its impact, and that of its sponsored bodies.
- h The funding, strategy and delivery timetables for sports participation are not joined up.** Sport England's delivery plans for increasing sports participation are on a four-year Olympic cycle and are compatible with, but not the same as, the Department's targets and its funding is only assured for the first two years. Without clarity on funding for the critical later years of its delivery programme Sport England will lack assurance when dealing with current and prospective delivery partners. The Department should, wherever possible, when planning and approving delivery plans, align funding, strategies and interdependent targets for its Non-Departmental Public Bodies and itself.

Part One

Setting the strategy for increasing sports participation

1.1 An individual's decision to participate in sport is influenced by a range of factors, some of which, such as the weather or the impact of major sporting events, are beyond Sport England's control. However, the Department requires Sport England to create the conditions in which more people will participate in sport through funding a range of measures, for example:

- opportunities to participate in sport;
- improvements to the quality of sports provision; and
- measures to address the barriers to participation.

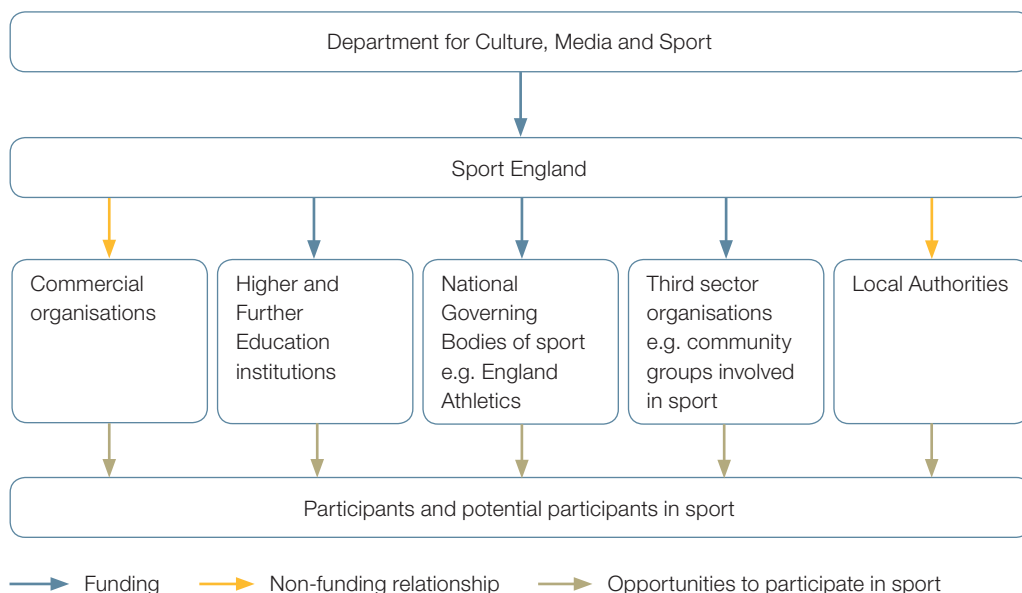
1.2 **Figure 1** overleaf sets out the main organisations involved in increasing sports participation.

The resources for increasing sports participation

1.3 Sport England receives Exchequer funding from the Department and 10 per cent of the income from the National Lottery. **Figure 2** on page 11 shows the funding Sport England received between April 2005 and March 2009 plus estimated funding until March 2011, the end of Sport England's current strategy period.

1.4 Between 2005-06 and 2008-09, Sport England received annual Exchequer and lottery funding of, on average, £251 million. During this period, on average, Sport England's operating costs were 12.6 per cent of its revenues. In 2009-10, Sport England is aiming to reduce its operating costs to 10 per cent of its budgeted revenues of £252 million. In addition to assessing grant applications, Sport England advises the Department on policy development, works with sports organisations to promote and advise on best practice and discharges its responsibilities as a statutory consultee on planning applications.

Figure 1
Principal organisations involved in promoting adult participation in sport



NOTE

1 Sport England also funds National Partners and County Sports Partnerships which provide expertise and support to National Governing Bodies.

Source: National Audit Office

Performance on increasing participation

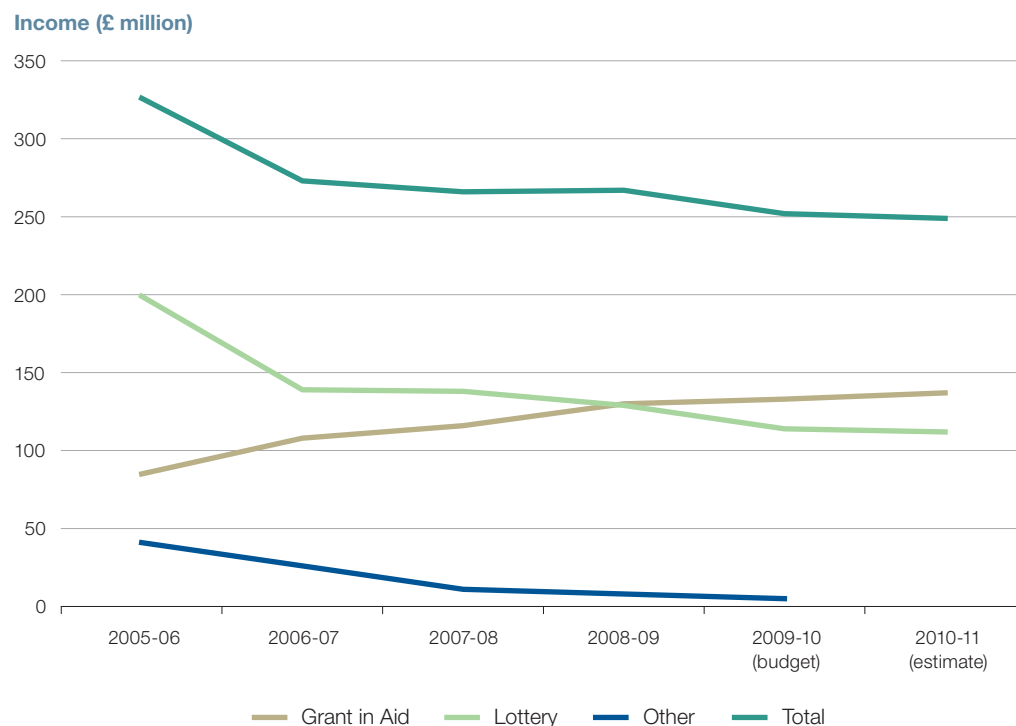
1.5 Public Service Agreement 3, launched as part of the 2004 Spending Review, required the Department to increase by March 2008 the take-up of cultural and sporting opportunities by people aged 16 and above from priority groups¹. To achieve the sub-targets related to sport, the Department required Sport England to:

- increase the number of people from priority groups who participate in active sports² at least 12 times a year by 3 per cent; and
- increase the number of people from priority groups who engage in at least 30 minutes of moderate intensity level sport at least three times a week by 3 per cent.

1 Priority groups were defined as women, people from black and minority ethnic groups, those with a limiting disability and those in a lower socio-economic group.

2 'Active sports' were defined as all forms of physical activity which, through casual or organised participation, aim at expressing or improving physical fitness and well-being, forming social relationships, or obtaining results in competition at all levels. 'Moderate intensity level sport' includes recreational walking and the activities listed under active sports except snooker, pool, billiards, darts, archery, angling or fishing, shooting and yoga. To count as moderate intensity, the effort put into the sport needs to be enough to have raised a person's breathing rate, and walking needs to be done at a brisk or fast pace.

Figure 2
Funding received by Sport England in 2008-09 prices



NOTES

- 1 Other funding includes self-generated income and funding for Active England, a lottery programme administered by Sport England.
- 2 The 2010-11 estimate includes lottery and Exchequer funding only.

Source: Sport England's Annual Report and Accounts; Management Accounts 2009-10; Sport England lottery estimates for 2009-10 and 2010-11

1.6 The Department did not achieve either the overall target for cultural and sports participation or the two sport sub-targets (**Figure 3** overleaf). The numbers participating in active sports once a month decreased in all but one of the priority groups. The numbers participating in moderate intensity sport (the measure most equivalent to Sport England's current participation target) increased by between 0.1 per cent and 1.8 per cent and, while the increase amongst people in lower socio-economic groups was statistically significant³, none of the increases were sufficient to meet the sub-target.

1.7 Regional data (**Figure 4** on page 13) shows that participation in active sports at least 12 times a year did not increase across all of the priority groups in any English region. In the North East and London, participation fell across all priority groups, with London showing a decrease in women's participation of 9 per cent.

³ A statistically significant change is one where there is 95 per cent confidence that it is not due to chance.

Figure 3

Performance against the sport sub-targets in the Public Service Agreement period

Priority Group	Percentage change between 2005-06 and 2007-08 (Target 3%)	
	Number participating in active sports at least 12 times a year	Number participating in moderate intensity sport for at least 30 minutes three times a week
Black and minority ethnic	-0.6	1.8
Limiting disability	-2.2	0.2
Lower socio-economic	0.4	1.3
Females	-1.6	0.1

Source: *Taking Part: The National Survey of Culture, Leisure and Sport, Final assessment of progress on PSA3, Department for Culture Media and Sport, 11 December 2008*

1.8 Although the Department did not meet its participation targets for priority groups, between 2005-06 and 2007-08, overall adult participation in sport increased by 520,000 people⁴. During this period, Sport England made grants of £660 million⁵ to fund a wide range of programmes to promote sport and physical activity, not limited to increasing participation. Sport England's funding did provide opportunities for people to participate in sport but given that each individual's decision to participate is influenced by a range of factors (paragraph 1.1), it is difficult for Sport England to determine exactly how much of the overall increase in participation was due to its funding.

1.9 There were a number of limitations in the Department's monitoring of Sport England:

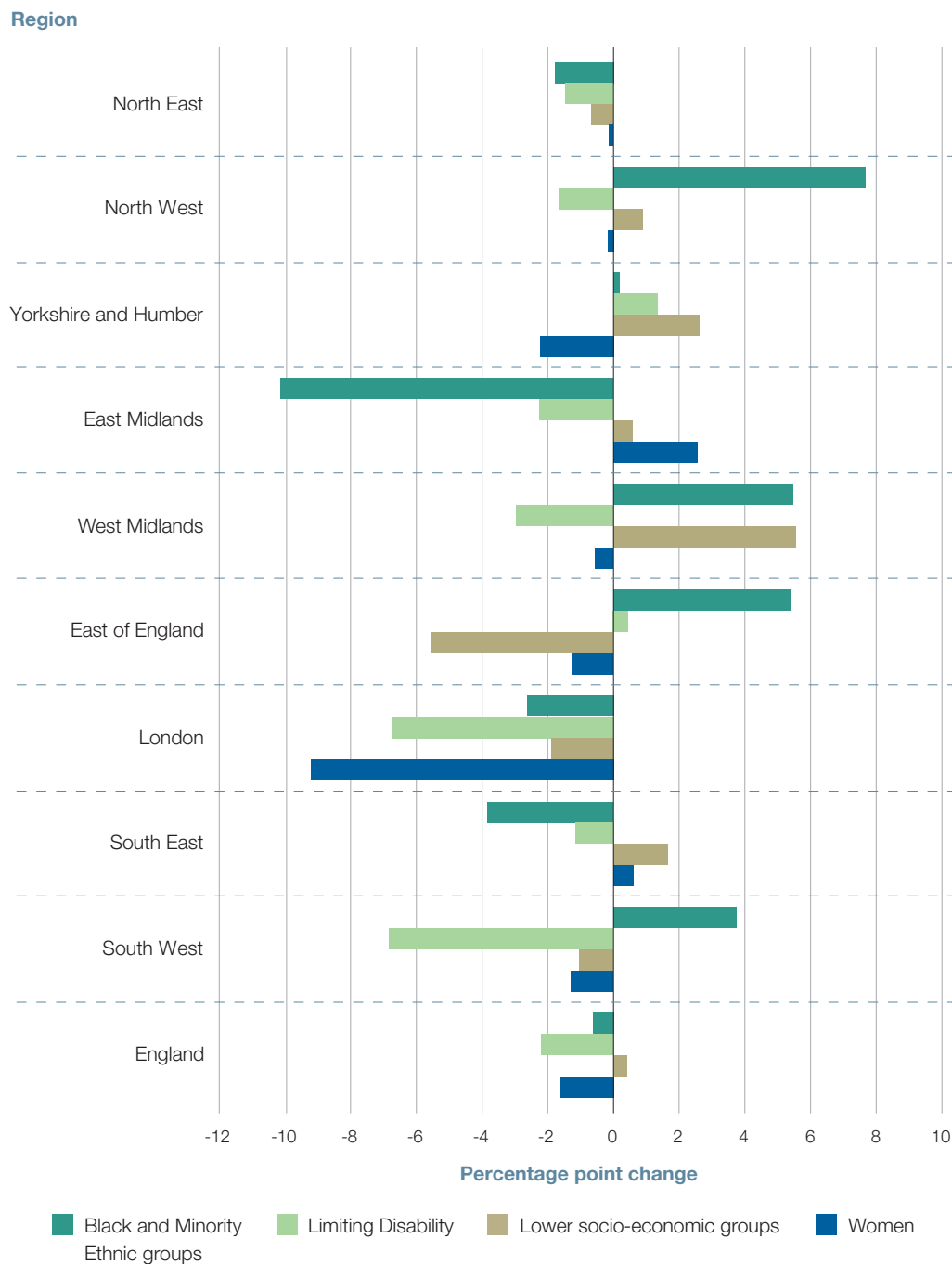
- the Department did not establish the baseline for measuring progress until December 2006 (21 months after the Public Service Agreement target had been set) and the first results were not available until June 2007, more than two years after the start of the three-year delivery period; and
- Sport England's quarterly performance reports to the Department focused on inputs and activities rather than outcomes achieved and did not provide information on participation rates among priority groups.

4 Increase in adult participation between October 2005 to October 2006 and October 2007 to October 2008 (restated), published in December 2009.

5 This includes £58 million of grants through Active England, a lottery-funded programme administered by Sport England.

Figure 4

Changes in participation levels in active sports between 2005-06 and 2007-08 by people in priority groups across all English regions



Source: *Taking Part, The National Survey of Culture, Leisure and Sport, 2005-06 and 2007-08*

1.10 While the Department's Public Service Agreement target ran for three years between 2005-06 and 2007-08, Sport England funded National Governing Bodies over four years, between 2005-06 and 2008-09, in line with the Olympic cycle. Sport England funded National Governing Bodies through a combination of grant programmes and four-year funding, and set performance measures based on indicators such as the number of clubs, coaches and volunteers linked to the National Governing Body. Although promoting participation amongst priority groups was one of Sport England's funding criteria during this period, because this funding went to National Governing Bodies and other organisations for a range of activities, Sport England did not record how much of its funding was committed solely to measures designed to increase participation amongst priority groups.

The current targets for sports participation

1.11 In December 2006, having consulted the Department, Sport England announced its ambition to increase participation in sport and physical activity by two million people by March 2013. At this time, the Department's Public Service Agreement target remained to increase participation amongst priority groups.

1.12 In December 2007, the Department asked Sport England to produce a new strategy to focus exclusively on sport rather than sport and physical activity, which Sport England published in June 2008. The Department has set Sport England the target of increasing by one million the number of people aged 16 and above doing three 30 minutes sessions of moderate intensity sport a week by March 2013, from a baseline of 6.85 million adults (16 per cent of the population) set in December 2008⁶. Participants count towards the target if they do three sessions of any combination of sports each week, for example, playing football twice and going for a run.

1.13 The Department no longer has targets to increase participation amongst priority groups, although Sport England considered the extent to which National Governing Bodies were committed to reaching under-represented groups when assessing Governing Bodies' applications for funding. Sport England is also funding partner organisations to work with National Governing Bodies to increase diversity in sport (i.e. the English Federation of Disability Sport, Sporting Equals and the Women's Sport and Fitness Foundation) and is using its grant funding to target increases in participation amongst under-represented groups.

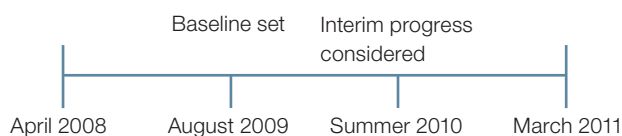
1.14 The principal targets for sports participation are set out in **Figure 5**. Although there are interdependencies between the targets, there are differences between the timelines, funding periods and strategy periods for the overlapping targets affecting sports participation. In addition, there are differences in the baselines used by the Department and Sport England to measure improvements in participation. The baseline for measuring performance against Sport England's target is based on people participating in sport in the year to October 2008. The Department's current Public Service Agreement and Departmental Strategic Objective⁷ delivery period began in April 2008, but the baseline was set in August 2009, and relates to participation in the year to April 2009.

⁶ Source: Active People 2 Survey, Sport England, December 2008.

⁷ Departmental Strategic Objectives are held by individual government departments, in addition to their responsibilities under the cross-government Public Service Agreements.

Figure 5
Targets, indicators and timelines

Public Service Agreement 21 indicator 6



Target: Increase the percentage of adults engaging in two or more different cultural or sport sectors by a minimum of 2 per cent.

Threshold for sports participation: Participation in 30 minutes of moderate intensity level sport and active recreation (recreational walking and cycling) on three or more days in the past week.

Departmental Strategic Objective 1 indicator 3



Target: Increase the percentage of adults engaging in two or more different cultural or sport sectors by a minimum of 2 per cent.

Threshold for sports participation: Participation in 30 minutes of moderate intensity level sport on three or more days in the past week.

Period of Sport England's current funding settlement



Promise 1 of Olympic Legacy Plan



Target: Two million people more active by 2012-13.

Threshold: Participation in three or more sessions of 30 minutes or more per week of at least moderate intensity activity.

Sport England participation target



Target: One million people doing more sport by 2012-13.

Threshold: Participation in three or more sessions of 30 minutes or more per week of moderate intensity sport.

Sport England Strategy period¹



Sport England's funding cycle for National Governing Bodies



NOTE

¹ Whilst Sport England's current strategy runs to 2011, some of the objectives within the strategy, including delivery of its participation target, will extend to 2013 in line with the funding cycle for National Governing Bodies.

The basis for Sport England's one million target

1.15 In developing its strategy Sport England knew in outline what it was expected to deliver. In December 2007, before the work to develop Sport England's new strategy began, the Department set Sport England the target of getting one million people doing more sport by 2013. The Department also decided what Sport England's Exchequer funding would be and provided an estimate of the lottery funding likely to be available to the end of March 2011: £415 million of Exchequer funding and £362 million of lottery funding⁸.

1.16 The one million target is based on broad assumptions and stems from Sport England's announcement in 2006 of its aspiration to increase participation in *sport and physical activity* by two million people (paragraph 1.11). The Department effectively halved that target to reflect Sport England's sole focus on *sport* from June 2008 onwards. The target was not based on a quantified assessment of what Sport England had delivered in the past or its potential to deliver in the future. Instead, the Department sought to stretch Sport England and to maximise the interest in sport arising from hosting the 2012 Olympics.

1.17 Increasing participation involves influencing behaviour. The Department uses survey data to measure levels of participation in the culture and sports sectors. While this approach gives the Department an overall picture, it does not have the information to determine the extent to which the interventions it funds through delivery bodies such as Sport England impact directly on participation, making it difficult for the Department to assess the impact of its funding as opposed to external influences.

Sport England's approach to funding

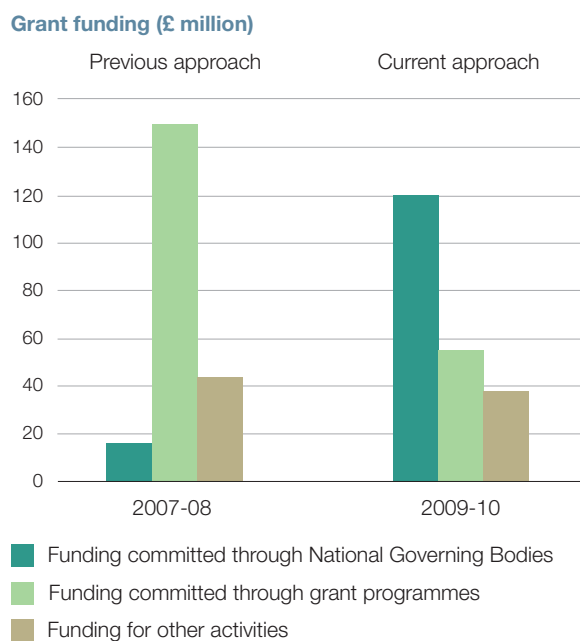
1.18 In 2008, as part of its new strategy and in line with feedback from the Department and its delivery partners, Sport England decided to target an increased proportion of available funding through four-year commitments to National Governing Bodies, rather than through grant programmes for which Governing Bodies could apply. The differences are illustrated in **Figure 6** by comparison between one year (2007-08) from the previous funding strategy and Sport England's current approach to funding in 2009-10. The first year of Sport England's strategy (2008-09) was a transition year in which Sport England brought existing grant programmes to a close and developed its new approach to funding National Governing Bodies.

1.19 Sport England sees National Governing Bodies as the experts in their sport. By commissioning services directly from Governing Bodies, Sport England has given them greater responsibility for delivering participants, and it plans to give greater autonomy to those that meet their targets. The 46 Governing Bodies which Sport England invited to bid for funding between April 2009 and March 2013 included the 34 Governing Bodies that received four-year funding between 2005-06 and 2008-09, any Olympic and Paralympic sports it did not fund previously and any sports with monthly participation rates of over 75,000 people.

⁸ Source: Comprehensive Spending Review 2007; Sport England lottery estimates for 2008-09 to 2010-11.

Figure 6

Under its current strategy, Sport England has committed a greater proportion of its grant funding directly to National Governing Bodies

**NOTE**

1 Other activities include funding of partner organisations and programmes targeting children and young people.

Source: National Audit Office analysis of Sport England funding allocations

1.20 Figure 7 overleaf sets out the principal funding routes that Sport England will use to sustain and increase sports participation. Overall, Sport England expects that around 75 per cent of the funding available to deliver its strategy in 2009-10 (approximately £155 million) will be used to sustain and increase participation.⁹ The Department has also set Sport England a target to attract a further £7 million in cash or services in kind from the commercial sector in 2009-10.

⁹ Sport England has specified exactly how much funding National Governing Bodies must commit to sustaining and increasing participation within their funding agreements (paragraph 2.5).

Figure 7

Sport England funding and external investment to sustain and increase adult participation in 2009-10

Funded body or mechanism	Rationale	Approximate funding or investment expected to sustain and increase adult participation (£)
National Governing Bodies	Sport England acknowledges National Governing Bodies as experts in their sport and has chosen to commission services from 46 National Governing Bodies which make a direct contribution to delivering its strategy.	90 million ¹
Support organisations: National Partners	Sport England funds 13 organisations with particular cross-cutting expertise, such as the Women's Sport and Fitness Foundation and Sporting Equals, as 'National Partners' to support National Governing Bodies.	10 million
County Sports Partnerships	Sport England funds 49 County Sports Partnerships to provide local knowledge, expertise and support to National Governing Bodies. They are independent bodies that bring together representatives from local organisations including Local Authorities and Primary Care Trusts.	10 million
Grant programmes open to organisations involved in delivering community sport	Sport England funds a range of grant programmes which it expects to use primarily to increase and sustain participation in sport, such as community sports clubs and higher education institutions.	45 million
Investment in sport from the commercial sector	The Department has set Sport England a target to attract cash or services in kind from the commercial sector to benefit community sport.	7 million

NOTE

1 The total funding committed to National Governing Bodies in 2009-10 is £120 million, with the balance committed to supporting sporting talent.

Source: National Audit Office

Part Two

Sport England's approach to increasing participation

Sport England's plan for delivering the participation target

2.1 Sport England could meet its participation target through focusing its resources on the most popular sports. However, the Department expects Sport England to develop “a world-leading community sport system” to include participation by people from all sections of society within a range of sports. In implementing its strategy Sport England has given priority to allocating targets and funding to National Governing Bodies, which it expects to deliver over half of the participation target. The participation figures for its other areas of work (**Box 1**) are planning assumptions which Sport England intends to revisit as plans take hold and further information is gathered about the effect of investment.

2.2 Forecasting where sports participation will increase is an inexact science. Sport England has planned to deliver 1.25 million participants against its one million target. It considers that this approach is necessary to mitigate the risk of non-delivery in one or more areas of work. Sport England plans to assess progress against its target every six months in the case of National Governing Bodies and annually for other areas of work. It is reasonable for Sport England to make planning assumptions given the uncertainties around new measures to increase participation, however, Sport England should specify how it will reduce or re-target its funding for individual sports if it is likely to exceed its target.

Box 1

The five areas of work through which Sport England plans to deliver its participation target between April 2008 and March 2013

500,000	through work by National Governing Bodies to increase participation
200,000	through work by National Governing Bodies to increase satisfaction with the quality of the sporting experience and tackle the reduction in participation at age 16
300,000	through engaging students within Higher and Further education
150,000	through investment in sport from the commercial sector
100,000	through engaging people within third sector organisations such as community sports clubs

1,250,000

Delivering participants through National Governing Bodies

2.3 Sport England's plan to deliver the bulk of participants through National Governing Bodies is based on assumptions about how the activities it funds will lead to more frequent participation:

- Sport England has funded Governing Bodies to deliver a total of 1.6 million additional individual sessions of sport between April 2009 and March 2013. It has taken assurance that this will deliver at least 500,000 more people doing sport at least three times a week from its analysis of previous patterns of participation.
- Sport England expects that the work of Governing Bodies to increase satisfaction among existing participants by up to 5 per cent by March 2013 will generate a further 200,000 people doing sport at least three times a week. This expectation is based on research which shows that satisfied participants are likely to do sport more often.

2.4 Sport England is heavily dependent on a small number of Governing Bodies to deliver. Six have participation targets which add up to over 60 per cent of the 1.6 million sessions: swimming (270,000), football (150,000), tennis (150,000), rugby union (141,300), athletics (135,000) and cycling (125,000). Sport England set these targets and satisfied itself that they were achievable through its funding process (paragraphs 2.5 to 2.15, below). Since then, data released in December 2009 show that athletics, cycling and tennis have shown a statistically significant increase in participation since 2007-08 whilst rugby union and swimming have shown statistically significant decreases. Sport England has used its performance monitoring processes to identify areas of underperformance and put plans in place to address it (Part Three).

Sport England's funding of National Governing Bodies

2.5 In December 2008, Sport England committed a total of £480 million to 46 National Governing Bodies for the period April 2009 to March 2013, of which it expects around £360 million to be used to sustain and increase participation. Funding beyond March 2011 is 'in principle' because Sport England's exchequer funding is only confirmed until March 2011. Sport England has entered into detailed funding agreements with Governing Bodies which specify how funding should be used. The Governing Bodies we spoke to felt there was now greater stability in their relationships with Sport England, compared with the high turnover of key staff under the previous funding period.

2.6 In contrast to the period before its new strategy, Sport England required Governing Bodies to make a direct link between the funding they requested and the expected outcomes, including the impact on participation levels. Sport England required each Governing Body to submit a Whole Sport Plan, and to request funding for each area of work or ‘intervention’. Sport England used a range of weighted criteria to assess individual plans (**Box 2**), to decide which interventions to fund.

2.7 Sport England created an ‘engagement team’ comprising staff from across Sport England with experience of working with National Governing Bodies to evaluate Whole Sport Plans. It also involved staff from its Research and Equalities teams in evaluating the plans, and brought together a panel of experts from the sport sector to review whether its funding allocations as a whole reflected its objectives.

2.8 Sport England assessed draft and final Whole Sport Plans collectively, and made changes to the funding and targets for Governing Bodies. Where a plan raised concerns at the draft stage, Sport England required further information from the Governing Body and offered support. Staff who supported a Governing Body in developing its plan were not involved in the formal assessment.

2.9 In assessing the capacity of Governing Bodies to deliver, Sport England took into account past performance where there was a link between what a Governing Body proposed to deliver and its previous activities. Sport England used its own research and participation data and the input of its internal and external experts to challenge the evidence for interventions, although its evidence for the effectiveness of interventions between 2005-06 and 2008-09 was limited. For new interventions Sport England required Governing Bodies to provide evidence that the intervention would contribute to its objectives.

Box 2

Sport England’s funding criteria

Primary criteria (with equal weighting)

- Delivery impact against strategic outcomes
- Use of evidence base
- Capacity to deliver
- Cost

Secondary criteria

- Level of risk
- Commitment to under-represented groups
- Support for cross-sport working
- Timescale for producing results
- Sustainability

2.10 Sport England also considered the governance of Governing Bodies. For those receiving Sport England funding for the first time, or where Sport England had concerns over governance, it confirmed funding for year one only, subject to meeting agreed standards in 2009-10. Sport England and UK Sport have a joint assurance process which requires funded partners to demonstrate that they are fit to receive public funds. This process sets minimum standards in areas including governance, financial and risk management and organisational policy.

2.11 To meet its participation target, Sport England judged that it needed to fund the Governing Bodies of sports with high participation levels, many of which have significant commercial income and independent resources. Sport England funded the interventions which it judged likely to deliver its strategy but that were unlikely to attract commercial funding. It also required Governing Bodies to contribute to delivering interventions from either their own resources or commercial sponsorship (**Box 3**). Sport England expects that its funding of Governing Bodies between April 2009 and March 2013 will generate an additional £373 million of funding for community sport from Governing Bodies or their sponsors.

2.12 **Figure 8** shows that with the exception of Netball, all Governing Bodies in our sample requested more funding to maintain and increase participation in 2009-10 to 2012-13 than the total amount they received in the previous funding period. Sport England awarded between 60 and 92 per cent of the funding requested to maintain and increase participation, indicating that it did not make a blanket assessment but made individual funding allocations to sports.

Box 3

Sport England's funding of Cricket for women and girls

The England and Wales Cricket Board (ECB) requested Sport England funding to address the barriers to participation amongst women and girls. The intervention had four strands:

- Intensive marketing of women's cricket as part of a wider publicity campaign.
- Investment in pitches, clubhouses and indoor practice facilities.
- Developing the responsibilities of County Cricket Boards in relation to delivering opportunities for women and in supporting community clubs.
- Working with community clubs to achieve ECB accreditation.

Sport England committed £8.0 million for this intervention and the England and Wales Cricket Board committed a further £8.0 million in match funding.

Figure 8

Analysis of Sport England's funding awards for seven National Governing Bodies

National Governing Body	Total Sport England funding 2005-06 to 2008-09 ¹ £ million	Amount requested to maintain and increase participation 2009-10 to 2012-2013 £ million	Amounts awarded to maintain and increase participation 2009-10 to 2012-13		Total amount awarded to maintain and increase participation in 2009-10 to 2012-13 ² £ million	Proportion of funding request received (%)
			Maintain	Increase		
			£ million			
Athletics	6.5	18.1	11.3	4.3	15.6	86
Cricket	36.8	51.3	23.2	7.6	30.8	60
Cycling	12.4	22.8	11.7	5.7	17.4	76
Judo	7.4	9.5	5.9	2.4	8.3	87
Netball	15.1	12.0	6.9	4.2	11.1	92
Rounders	0.6	3.4	1.1	1.1	2.2	64
Rugby League	18.5	26.0	15.6	5.7	21.3	82

NOTES

1 Sport England cannot disaggregate how much funding was committed to maintain and increase participation between 2005-06 and 2008-09.

2 The amounts awarded in each case include funding for measures to increase participation amongst children and young people.

Source: National Audit Office analysis of Sport England data

2.13 We compared the level of funding which Sport England awarded to each National Governing Body against the current participation levels and the participation target it required each Governing Body to deliver (**Figure 9** overleaf). Sport England challenged the participation targets proposed by Governing Bodies and agreed revised levels, on the basis of criteria which included the cost of plans, capacity to deliver and agreed funding levels (Box 2).

2.14 As some of the interventions proposed by National Governing Bodies were new, Sport England used a measure of cost-per-participant to understand the variations between Plans and compared the cost of interventions by similar sports. Figure 9 shows that the average cost of measures to maintain and increase participation varied from £9 per participant for Athletics and Cycling to £216 for Judo. For each sport, there is also a difference between the costs of maintaining and increasing participation. Variations in cost occur for a variety of reasons, for example, Judo has relatively high costs due to the need for one-to-one coaching. Sport England also chose to fund interventions at a relatively high cost which focused on participants who might not naturally consider a particular sport, for example, interventions by Rugby League to attract women and people with disabilities.

Figure 9

Analysis of the cost of measures to maintain and increase participation for seven National Governing Bodies

National Governing Body	Total amount awarded to maintain and increase participation in 2009-10 to 2012-13 ¹ £ million	Initial participation target proposed by the National Governing Body	Baseline participation levels (1x30 minute sessions per week) ²	Participation target between April 2009 and March 2013 (increase on baseline)	Average cost of measures to sustain and increase participation by March 2013 £ per participant
	A	B	C	D	(A/(C+D))
Athletics	15.6	135,000	1,612,200	135,000 (8%)	9
Cricket	30.8	56,136	204,900	72,500 (35%)	111
Cycling	17.4	100,000	1,767,200	125,000 (7%)	9
Judo	8.3	20,000	18,700	20,000 (107%)	216
Netball	11.1	20,100	118,800	19,600 (16%)	80
Rounders	2.2	18,500	25,900	13,800 (53%)	55
Rugby League	21.3	51,478	88,300	51,000 (58%)	153

NOTES

- 1 The amount awarded includes funding for measures to increase participation amongst children and young people.
- 2 Set in December 2008, based on participation data between October 2007 and October 2008. Sport England has committed to review the baseline for Rugby League during 2009-10.

Source: National Audit Office analysis of Sport England data

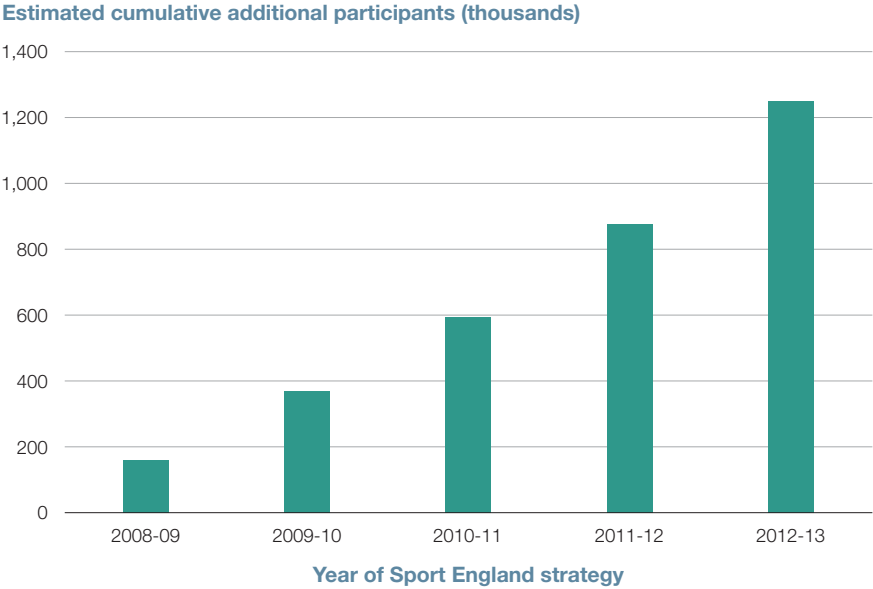
2.15 Sport England's strategy is to invest in a range of sports, rather than focusing on those sports that can increase participation at the lowest cost (paragraph 2.2). While Sport England has decided to fund interventions in sports at a range of costs, it does not have criteria against which it can assess the trade-offs involved in funding participation in different sports. For example, such criteria would allow it to assess the relative value for money of fewer additional participants in a high-cost sport against more participants in a low-cost sport.

Initial performance against the one million target

2.16 It is too early to say with any confidence how National Governing Bodies are performing against the four-year participation target. For the year to October 2009 (the first measurement year for Sport England’s strategy) there was an overall increase in participation in sport of 115,000 people against an original estimate of 160,000 people (**Figure 10**). The 160,000 was a 2008 estimate and was part of a path to achieve 1.25 million participants (paragraph 2.2) so overstates the numbers required. Sport England and the Department are working to agree a more realistic profile based on current delivery plans.

2.17 Of the 31 sports for which data is available, four showed a statistically significant increase in participation in the year to October 2009, ten showed a statistically significant decrease and the remaining 17 showed no significant change.¹⁰ Participation levels across our sample of sports are shown in **Figure 11** overleaf. Whilst Athletics and Cycling have shown statistically significant increases in participation in the year to October 2009, Rounders and Rugby League have shown statistically significant decreases. The measures Sport England is taking to manage the performance of the National Governing Bodies that it funds are dealt with in Part Three.

Figure 10
Sport England’s delivery profile for 1.25 million participants by 2012-13



Source: National Audit Office

¹⁰ Sport England participation data published in December 2009.

Figure 11

Participation in the sports in our sample one year after Sport England set baseline participation levels

Sport	Participation levels between October 2007 and October 2008	Participation target between April 2009 and March 2013	Participation levels between October 2008 and October 2009	Percentage change between October 2007-08 and 2008-09 ²
	Participation target baseline ¹	(increase on baseline)		(%)
Athletics	1,612,200	135,000 (8%)	1,739,700	8
Cricket	204,900	72,500 (35%)	206,600	1
Cycling	1,767,200	125,000 (7%)	1,880,000	6
Judo	18,700	20,000 (107%)	15,100	-19
Netball	118,800	19,600 (16%)	133,500	12
Rounders	25,900	13,800 (53%)	18,000	-31
Rugby League	88,300	51,000 (58%)	63,000	-29

NOTES

- 1 Sport England has committed to review the baseline for Rugby League during 2009-10.
- 2 Statistically significant changes are highlighted in bold. These are changes for which there is at least 95 per cent confidence that it is not due to chance.

Source: National Audit Office analysis of Sport England data

2.18 Within the funding Sport England committed to Governing Bodies in 2009-10, the Department required it to fund the Football Foundation, a charity founded in 2000 to improve community sports facilities and increase participation. The Foundation is funded jointly by Government (through Sport England), the Football Association and the Premier League. The Department set the Foundation's funding at £15 million a year between April 2009 and March 2013, continuing the level of funding it had received from 2007-08 onwards with the aim of securing match funding from the Football Association and the Premier League.

Delivering participants through other areas of work

2.19 Having given priority to setting targets and funding for National Governing Bodies, Sport England is planning to deliver participants through other areas of work (Box 1 on page 19), with some plans being further advanced than others:

- Sport England has fully-developed plans to deliver participants through **Higher Education**. It has agreed to commit up to £10 million of targeted grant funding to promote sport in higher education and expects to open the programme to applications in April 2010. Sport England has also commissioned research to understand current patterns of participation and plans to use this to establish and further links between National Governing Bodies and higher education institutions.
- Sport England's plans to improve participation through work with the **Further Education** sector are less well-developed. Sport England and the Association of Colleges have undertaken research to understand how best and when to intervene in the further education sector.
- Sport England has set a target to attract £50 million of **commercial investment** by March 2013, comprising either funding or services in kind, and the Department requires it to attract £7 million in 2009-10. Sport England has secured a £5 million in-kind contribution towards this target from Facebook, which will assist in developing tools designed to link casual participants in sport with National Governing Bodies. Given the likely competition for investment in sport in the run-up to the 2012 Olympics, Sport England will be operating in a challenging market.
- Sport England plans that its work with the **third sector**, will deliver participants from 2010-11 onwards, for example, through funding community organisations involved in sports provision through its grant programmes. Of the 24 projects which Sport England has committed to fund through its first targeted grant programme on rural communities, 22 involve third sector organisations. While Sport England expects that these projects will deliver participants towards its target, it has not yet developed detailed plans for its work with third sector organisations.

2.20 By February 2010, Sport England had committed £22 million of the £45 million available to sustain and increase participation through its grant programmes (Figure 7 on page 18) in 2009-10. Sport England expects that this funding will deliver participants from 2010-11 onwards, making allowances for a time lag between investments being made and the delivery of additional participants. Participation will also benefit from funding committed under Sport England's previous grant programmes.

Part Three

Establishing the performance measurement framework for sports participation

The Department's performance management of Sport England

Targets and performance measures

3.1 The Department has agreed the 2013 one million participant target with Sport England. While provisional milestones were agreed in 2008, they have not yet been revisited in the light of funding allocations and still reflect the over-targeting to deliver 1.25 million participants (paragraph 2.2). There is therefore a lack of clarity about how much of the increase in participation it expects Sport England to deliver by the end of March 2011, by which date the Department will have to deliver its Public Service Agreement and Departmental Strategic Objective targets on participation (Figure 5 on page 15). In addition, without up-to-date milestones it will be difficult for the Department to evaluate Sport England's performance on a year-to-year basis.

Available information

3.2 Sport England and the Department carry out parallel surveys measuring sports participation (**Box 4**). The Department's Taking Part survey measures engagement and non-engagement with sport, culture and leisure. Sport England uses its Active People survey to measure overall participation in sport and to provide detailed data on differences in participation levels between sports and in different geographical areas. In August 2009, the Department commissioned an independent review of the two surveys to understand whether they could be combined. The review noted that, in their current form, the surveys are satisfying different needs but presented a range of options which could increase the efficiency of the two surveys in future. For example, the report suggests using responses to Taking Part to substitute some of the Active People sample, or reducing the fieldwork cost of Taking Part by interviewing more adults in each household.

Box 4**Surveys used by the Department and Sport England to measure performance**

Taking Part is a continuous face-to-face survey which began in July 2005. The Department commissioned the survey to provide data on engagement and non-engagement with culture, leisure and sport in England. In 2008-09 14,500 people responded to the survey from a population of 24,500 – a response rate of 59 per cent.

The Department funds around half of the cost and the remainder is funded by Sport England, Arts Council England, English Heritage, and the Museums, Libraries and Archives Council. Between 2005-06 and 2008-09, Taking Part cost £11.0 million, of which the Department contributed £6.2 million.

Active People is a telephone survey of adults which provides data on participation in sport and recreation across all local authorities in England. Sport England commissioned the survey in 2005 to provide detailed data on participation levels between sports and geographical areas. Since 2007-08, the survey has run continuously. In the year to October 2009, 194,000 people responded to the survey from 786,000 eligible respondents, a response rate of some 25 per cent. Sport England expects the response rate to increase to around 27 per cent in the year to October 2010.

Between 2005-06 and 2008-09, Active People cost £12.6 million, of which the Department contributed £1.8 million.

Both Active People and Taking Part are covered by the requirements of the Code of Practice for Official Statistics although neither survey has been subject to methodological review or validation by the UK Statistics Authority. The Authority plans to make a statutory Assessment of Taking Part against the Code in 2011. Active People is not currently covered by the Assessment arrangements.

Sport England also uses a survey to measure **satisfaction with the quality of the sporting experience** among participants in 45 sports. It is a panel survey of 44,000 people that first ran between March and May 2009 that it has committed to repeat in 2010 and 2011.

3.3 For the most recent Active People survey one in four people (25 per cent) contacted to complete the survey responded. Sport England has worked to improve the response rate but there is a continuing risk of non-response bias within the survey data¹¹. Sport England has taken steps to minimise this, for example, through introducing the survey without reference to sport and by making repeated attempts to contact those selected to participate. The Department takes assurance on the validity of Active People data through comparing the trend data from the Active People survey with its own Taking Part survey, which has a response rate of 59 per cent. Overall participation rates between the two surveys have been similar in previous years. While Active People has a large overall sample size, the risk of bias increases amongst smaller groups within the population.

3.4 Active People draws its sample from fixed line telephone numbers and does not include mobile telephones. This will impact on the survey results if there are differences in the behaviour of people with and without a fixed line. While Sport England has commissioned research amongst 5,000 students in higher and further education which found no significant difference in participation levels between those with access to a fixed line telephone and those without, there is still a risk that the behaviour of other groups who may primarily use mobile telephones, such as young adults outside of higher and further education, will not be accurately reflected within the sample.

¹¹ Non-response bias occurs when the behaviour of respondents to a survey differs from the behaviour of those who do not respond.

Monitoring Sport England's performance

3.5 The Department considers that over the last two years Sport England's governance has improved and it plans to take a less hands-on approach and revise its performance monitoring in future if Sport England proves it can deliver. The Department manages Sport England through quarterly performance meetings and frequent contact. The Department's Head of Sport also attends Sport England's Board meetings.

3.6 Linking financial information to performance information is crucial for the Department and for Sport England's Board in determining the value for money of Sport England's activities and making strategic decisions.¹² Financial and performance information are covered in separate reports for the quarterly meetings, but there would be a stronger basis for assessing cost-effectiveness if cost and performance information were combined and considered together.

3.7 Although the Department and Sport England are still developing the format and detailed content of the quarterly performance reports to the Department, the Department's performance management of Sport England has improved compared to previous years in that:

- the 2009-10 funding agreement between the Department and Sport England clearly sets out high level objectives for Sport England, which are aligned to the Department's own aims;
- in line with performance measurement good practice, Sport England's quarterly performance reports to the Department focus on performance against the specific targets linked to the high level objectives set out in the funding agreement. The first quarterly report of 2009-10 set out performance against the one million participation target; and
- it is clear from the records of quarterly meetings in 2008-09 and 2009-10 that the Department is challenging Sport England about sports that are not delivering and stressing the importance of Sport England, in turn, challenging particular sports on poor performance.

Sport England's performance management of National Governing Bodies and other funding streams

Targets and performance measures

3.8 Sport England has given National Governing Bodies a clear message on what they are required to deliver and the implications of failure to meet their targets. Its funding agreements with National Governing Bodies specify how its funding should be used and set out both targets and performance reporting requirements. Where National Governing Bodies do not meet their participation targets, Sport England has committed to support them, however, its funding agreements allow it to reduce funding committed to National Governing Bodies if participation does not increase.

¹² *Performance Frameworks and Board Reporting*, National Audit Office, July 2009

Information available

3.9 Sport England's Active People survey provides detailed participation data to most National Governing Bodies that is not available from any other source¹³. Sport England also runs a survey to assess participants' quality of sporting experience (Box 4). The Active People data used by Sport England is limited in the light it can shed on the effectiveness of the efforts of individual Governing Bodies in that while it will reveal changes in participation levels it will say nothing about the causes. To understand whether particular interventions are delivering expected results, Sport England requires Governing Bodies to make regular, detailed assessments of their performance and spending against each of the interventions it has funded them to deliver. It has developed a 'logic model' to help Governing Bodies understand and track the inputs, activities and outcomes required to deliver each intervention. Sport England compares the performance information provided by Governing Bodies with other evidence, such as from Active People and its satisfaction survey to build its understanding of what works.

Performance monitoring mechanisms

3.10 Sport England plans to review the performance of National Governing Bodies every six months and the first performance reviews took place in October and November 2009. Sport England required Governing Bodies to assess their overall performance and performance against each funded intervention, and to provide a 'traffic light' rating of red, amber or green. Sport England then produced a performance report, taking into account both the self assessment of Governing Bodies and wider issues such as spending and governance. The performance reports also set out whether Governing Bodies were within the expected range in terms of participation levels. The performance reports for our sample of Governing Bodies demonstrate that Sport England is aware of the strengths and risks to delivery of performance to date and any support required by the Governing Body. For example, through the review process, Sport England identified a need to share media guidance with Governing Bodies to help them market their sports.

3.11 Sport England made an overall assessment of the performance of National Governing Bodies in December 2009, using Active People data and information from its satisfaction survey and the six-monthly reviews. Sport England used this assessment to identify generic issues and to provide interim feedback to Governing Bodies. It plans to publish data on the performance of all funded sports at the end of 2009-10 and, if risks to delivery are not addressed, intends to review its funding of Bodies concerned.

¹³ Thirty of the 46 National Governing Bodies have targets to increase participation based on Active People data. Four sports with multiple elements such as Triathlon and Modern Pentathlon have agreed other measures of participation, three are not required to increase participation and nine will agree a measure from 2010-11 onwards, subject to meeting performance criteria in 2009-10.

3.12 While Sport England's performance management of National Governing Bodies under its current strategy is at an early stage, the way in which it collected and made use of performance information during the first six-monthly reviews is a marked improvement on the limited performance management framework in place between 2005-06 and 2008-09. It uses a range of information to evaluate the performance of Governing Bodies individually and collectively and has made a clear link between what Governing Bodies are funded to deliver and its overall strategy.

3.13 Sport England does not decide on the funding available to the Football Foundation (paragraph 2.18), however, it is responsible for managing the Foundation's performance and can reduce its funding if there is evidence of underperformance with the agreement of the Department. Under Sport England's previous strategy, the Foundation had no performance measures linked to outcomes. Sport England now requires the Foundation to report on participation levels measured by the Foundation's own annual survey. The first participation data was available by October 2009 and formed the baseline against which Sport England plans to measure the Foundation's performance.

3.14 Sport England has not yet established a mechanism to evaluate the overall impact of its grant programme on participation (Figure 7). While it has agreed an approach to monitoring the performance of grant recipients, it will be important for it to assess the overall impact of the grant programme to monitor the cost-effectiveness of the £200 million it plans to grant over the period 2009-10 to 2012-13.

Appendix One

Methodology

The main elements of our methodology are set out below.

Selected method	Purpose
<p>1 Review of key documents</p> <p>We reviewed documents held by the Department and Sport England, including strategy documents, annual reports, business plans, board papers, performance reports, risk assessments, minutes of meetings, research reports, correspondence and Whole Sport Plans.</p>	<p>To understand the rationale for and processes underpinning the development of Sport England's strategy.</p> <p>To assess how Sport England allocated funding to National Governing Bodies and others.</p> <p>To understand how the Department's and Sport England's performance management processes changed over time.</p>
<p>2 Interviews with staff at the Department and Sport England</p> <p>We and our consultants interviewed staff involved with the oversight and delivery of Sport England's strategy including:</p> <ul style="list-style-type: none"> ● Current and previous members of the Department's Sport team. ● Staff in the Department's Evidence and Analysis Unit. ● Members of Sport England's senior team. ● Staff in Sport England's Research team. ● Sport England staff with responsibility for managing relationships with National Governing Bodies. 	<p>To understand:</p> <ul style="list-style-type: none"> ● how Sport England's strategy has been implemented; ● how Sport England's approach to increasing participation has changed over time; ● how the Department manages Sport England; and ● how Sport England allocated funding and manages its funded bodies.
<p>3 Interviews with external stakeholders including National Governing Bodies</p> <p>We and our consultants interviewed representatives from a range of organisations with a relationship with Sport England:</p> <ul style="list-style-type: none"> ● Ten National Governing Bodies of sport. ● UK Sport. ● Youth Sport Trust. ● The Women's Sport and Fitness Foundation. ● County Sports Partnerships Network. 	<p>To understand:</p> <ul style="list-style-type: none"> ● the extent to which external stakeholders were involved in the development of Sport England's strategy; and ● the experience of National Governing Bodies and funded partners in bidding for funding from, and agreeing targets with, Sport England.

Selected method**4 Analysis of financial and performance data and wider research**

We reviewed and analysed data collected and generated by the Department and Sport England between 2005 and 2009:

- Financial data on the Department's funding of Sport England and Sport England's funding of its delivery partners.
- Participation data generated by the Department's Taking Part survey and Sport England's Active People survey.
- Wider performance data which Sport England submitted to the Department and National Governing Bodies submitted to Sport England.
- Sport England's research into the drivers and barriers to participation and its evaluations of funded programmes.

5 Assessment of the expertise and capacity of the Department and Sport England

We commissioned KPMG to develop a framework to assess the expertise and capacity of the Department in managing Sport England, and of Sport England in managing its delivery bodies.

We and our consultants evaluated Sport England's processes for allocating funding and targets to National Governing Bodies and other delivery partners for 2009-13, including a detailed analysis for a sample of seven National Governing Bodies.

6 Comparison of the performance measurement frameworks used by the Department and Sport England against good practice

We and our consultants reviewed the performance measurement frameworks which the Department and Sport England have put in place and compared these with good practice, including the National Audit Office's work on performance measurement¹⁴ and Board Reporting.

Purpose

To understand the Department's and Sport England's approach to achieving their objectives for community sport between 2005-06 and 2008-09.

To evaluate:

- the Department's oversight of Sport England during this period; and
- the extent to which Sport England achieved its objectives and delivered value for money.

To assess:

- how effectively the Department and Sport England have managed the transition to Sport England's new strategy; and
- the process which Sport England used to allocate funding and targets to National Governing Bodies and the evidence on which these allocations were based.

To assess whether the Department and Sport England are well placed to manage the performance of their delivery bodies between 2009-10 and 2012-13.

¹⁴ Choosing the right FABRIC – A framework for performance information (HM Treasury, Cabinet Office, National Audit Office, Audit Commission, Office for National Statistics), March 2001.



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