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Joint report of: Director of City Development and Director of Public Health

Report to: Executive Board

Date: 4th September 2013

Subject: Leeds Let's Get Active

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	☐ Yes	⊠ No
Are there implications for equality and diversity and cohesion and integration?		☐ No
Is the decision eligible for Call-In?	⊠ Yes	☐ No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	☐ Yes	⊠ No

Summary of main issues

- 1. Leeds City Council was successful in applying for £500k of Sport England funding from their "Get healthy get into Sport grant programme". The "Leeds Let's Get Active" LLGA project is one of 14 national pilots looking at different ways of increasing the activity levels of those who are currently inactive. The Sport England £500k was matched by Public Health plus Health funding of £60k, continued from the previous Bodyline Access Scheme project, making total funding for this pilot project £1,060k. This project forms a major part of the Council's Olympic legacy programme "Inspire a Generation" and represents a significant step forward in trying to reach those people who could most benefit from being active.
- 2. Members will be aware of the significant health and life expectancy inequalities which exist between the different areas of Leeds. This pilot project has the aim of reducing these inequalities by increasing participation in physical activity, targeted at those who are presently inactive and doing less than 1 x 30 minutes of physical activity per week, and whilst providing a universal free offer, the offer is greatest in those areas with the highest need. Sport England have joint funded the pilot with the City Council, as they estimate the cost of physical inactivity to the city at £10.4m every year.
- 3. This report provides an update on progress made since the last report to Executive Board in April 2013 and more especially outlines in further detail when and where the free sessions will be delivered, the outcomes to be achieved, research considerations and wider project delivery developments.

Recommendations

That Executive Board:

- (i) notes the progress made with the implementation of the Leeds Let's Get Active programme;
- (ii) agrees the proposals in paragraph 3.2 for daily free 1 hour access at leisure centres and 2 hour free access at John Charles Centre for Sport, Armley, Fearnville and Middleton Leisure centres.
- (iii) endorses the proposals for the free community offer and the Bodyline Access Scheme.

1. Purpose of report

In April 2013 Executive Board gave its support to the Leeds Let's Get Active Pilot project and accepted a £500k grant from Sport England as part of the overall project costs. This Report seeks to provide Executive Board with further details relating to the Leeds Let's Get Active (LLGA) pilot project more specifically the report seeks to provide the Board with additional information relating to the development of the project, the methodology applied and the overall programme developed to date.

2. Background Information

The project has been broadly outlined to Executive Board in April 2013. This paper attempts to provide some further detail relating to how the project has progressed and the thought processes behind the development of the current offer.

LLGA provides Leeds with an opportunity to address health inequalities through increasing participation rates in sport and physical activity amongst the least active people in Leeds and to build on the Olympic Legacy. LLGA will allow Leeds to showcase best practice nationally as well as regionally and contributes significantly to Leeds becoming the most active big city in England. The cost to the nation (and Leeds) of physical inactivity is significant with the impact now outweighing smoking in terms of public health outcomes.

An update report was also presented to the Scrutiny Board for Skills Employment and Culture on the 16th July 2013 and feedback has been incorporated into this report as appropriate.

Board members are reminded that the project requires the support of Sport England at all stages and therefore the project scope, delivery and research methodology are all subject to their approval.

3. Main Issues

The project offer is split into 3 main areas and these formed the basis for the successful bid to Sport England.

They are:

- Free offer in leisure centres (doubled at sites in more deprived areas)
- Free offer in community settings
- Discounted offer via Bodyline (Bodyline Access Scheme)

3.1 The target audience for LLGA

The free offer in leisure centres and the community is open to all Leeds residents, but will be targeted to those who are presently inactive and doing less than 1 X 30 minutes of physical activity per week. A key challenge for the project is to ensure that although the offer is open to everyone it needs to get as many inactive people as possible to access the scheme for the first time. The main benefit of having an open access free scheme is that is removes the stigma associated with attending a free session.

The Bodyline Access Scheme will target those who are identified through a health care professional intervention who could benefit from 'being more active'. This could include, for example, those at risk of Cardio Vascular Disease (CVD) or diabetes, those with low mood, those who are overweight or those who are engaged in changing another aspect of their current lifestyle e.g. stopping smoking, reducing alcohol consumption. This audience will be inactive and doing less than 1 X 30 minutes of physical activity per week and they will not have pre-existing medical or long term conditions.

The scale of impact has been assessed separately for each of the three strands of the project. It is possible projections will need revising, in partnership with Sport England, as the project progresses. The information below outlines the impact projections for each strand of the project:

Free offer in leisure centres:

Leisure centre free gym / swim offer	Total number of new visits	Total number of new card members attending at least one session	Total number of new participants doing at least 1 X 30 minutes per week
Year 1	90000	5500	450
Year 2	180000	11000	900
TOTAL	270000	16500	1350

Free offer in community settings:

Community offer	Total participants	Number of participants attending 60% of the programmed sessions	Number of participants increasing activity levels from below 1 X 30 per week to 1 x 30 or more per week
Year 1	150	102	17
Year 2	690	468	80
TOTAL	840	570	97

Bodyline Access Scheme:

Total number of new BAS memberships	new BAS members	% of new BAS customers receiving a support intervention that achieve at least 1 X 30 per week
1500	737	50% (this represents an increase of 14% on present BAS figures – equating to an additional 197 individuals)

These figures are not broken down to year 1 and 2 as timescales for delivery are to be confirmed.

3.2 Free offer in Leisure centres

Details of the offer in leisure centres are outlined in summary below:

- Free universal access to leisure centres will be available to all
- The offer in leisure centres will typically be one free hour every day (off peak) with an additional hour per day for 4 leisure centres that serve the most deprived areas of the city, namely, John Charles Centre for Sport, Armley, Fearnville and Middleton Leisure centres.
- Activities will include gym and/or swim as these are the two most popular activities
 at leisure centres across the city, and in relation to Armley and Fearnville so far this
 year, gym and swimming account for 64% and 41% respectively of all activity at
 these two centres.
- At the recently refurbished Middleton Leisure centre a specific programme will be developed as it has neither pool nor gym.
- The attached document entitled "Free access across leisure centres" highlights the
 proposed swim and/or gym sessions that are presently being recommended as the
 free offer sessions. (Appendix 1). Work continues to refine the details but
 importantly the project team are keen to ensure that some flexibility is retained on

the part of the service to manage the timings based on demand and impact as the project evolves.

• The timeslots that have been allocated to the leisure centre free offer are mainly during the daytime and are all off-peak sessions. These sessions have been carefully chosen as they have both the capacity (as putting free sessions on at already busy times will not meet project objectives) to incorporate new users as well as being most appealing to the target market (in a general sense it is believed that daytime is when many of the target market are available to attend). In addition, the free offer has been timetabled, where possible, to ensure that there is a natural end to the free session, so that everyone has to finish at the same time not just the free participants. This will minimise any potential conflict and ensure people don't feel self-conscious about being part of the free offer. Avoiding stigma is a key component of the scheme.

3.3 Free community offer

In essence the community scheme is designed to provide an alternative route into physical activity in a non-leisure centre setting. Typically these settings will be in parks. Details of the offer in community settings are outlined below:

- A free access community activity offer will also be available to all.
- The bid submitted to Sport England specifically allocates the community funding to three activities. These are walking, running and family activities (where family members will take part together).
- The community element will fund a total of 102 free community programmes across the 18 months of the pilot scheme. This equates to:
 - o 9 programmes running consecutively between October 2013 December 2013 and January 2014 March 2014
 - rising to a total of 18 consecutive programmes in April 2014 June 2014 and July 2014 - September 2014 and;
 - o then to a maximum of 24 consecutive programmes in Oct 2014 December 2014 and January 2015 March 2015.
- In order to meet the requirements of the Sport England bid and Public health funding, these activities must be focussed on the people in the city living in the areas of highest deprivation and with the lowest participation rates. In order to ensure we are fair in terms of determining these locations the following criteria will be used in selection.
 - MSOA's within the 20% most deprived for health deprivation (based on Indices of Health deprivation)
 - MSOA's with less than 20% of population doing 3 X 30 minutes per week of sports participation
 - o Areas that do not already have a duplicate activity in the local area
 - Areas will be looked on more favourably where a progression route for participants can be developed or already exists
 - Areas will be looked on more favourably if they are outside of a leisure centres immediate catchment area

• The attached document entitled "Phase 1 Draft Locations for LLGA Community Programme" outlines draft locations for the first 6 months of the scheme (October 2013 – March 2014) – Appendix 2. Locations for phase 2 are still to be selected.

3.4 Bodyline Access scheme

The Bodyline access scheme is a form of "Physical activity on referral". There are a fixed number of people who can access this route with the key aim being to test the relative merits of different support interventions.

- This scheme aims to build on the Bodyline on Referral signposting scheme already in place for healthcare professionals in which a patient can receive a Bodyline membership card for 3 months for £5. LLGA aims to test various packages of support for new users to aid their behaviour change towards being active
- The Bodyline Access Scheme aims to test a number of support packages at different leisure centres and GP practices across the city. Each support package will offer a different level of support to the individual. The cost effectiveness of each package will be reviewed in relation to the activity levels in the individuals taking part. Examples, of the case studies to be tested include:
 - o Advice and guidance from GP and / or other Health Professional
 - A tailored programme that focuses on behavioural change across a range of unhealthy lifestyle behaviours including being physically inactive
 - A tailored induction programme delivered by qualified fitness instructors
 - A tailored programme delivered by fitness instructors trained to support customers with specific health needs
 - A combination of health and behavioural support will hopefully be tested as the project progresses
- GP practices within a specified distance of the participating centres will provide information to their patients about taking part in the relevant Bodyline Access Scheme support package for their locality.
- The support packages and the process for delivering these interventions are presently being worked up in greater detail with input from the research partner.
- Clients will be supported to consider free or other paid for activity when the 3 month Bodyline Access scheme is completed. This may be activity that is provided by LCC or external agencies
- Clients will also be provided with information on discounted schemes and other suitable activities plus support on how to access the services.

3.5 Research partner

A key component of the Sport England offer relates to the clear expectation that a robust research methodology was in place. LLGA is, therefore, at its core a significant research project. A lot of positive and constructive discussions have taken place with Leeds Metropolitan University, the research partner appointed to support the project.

- The following questions need to be addressed as part of the evaluation of this project:
 - To better understand the barriers to being active for adults and young people
 - To better understand what methods can be successfully deployed to move people from being inactive to undertaking 30 minutes activity per week
- In order to provide a thorough and credible response to this it has been necessary to seek the support of a research partner particularly to help with qualitative research. Leeds Metropolitan University have been selected as the research partner for LLGA.
- Sport England has provided guidance on the research and evaluation that they expect to take place as part of the project. The National Evaluation Framework for Physical Activity needs to be followed and a single screening question must be asked of all participants in the LLGA scheme before they can take part in the free activity. In addition the International Physical Activity Questionnaire (IPAQ) must be asked at baseline for all participants. These measures have been put in place to ensure that Sport England collect robust and valid evidence from all 14 'Get Healthy, Get into Sport' pilot projects that they are funding across the country.
- The scope of the research work includes the following questions. These are:
 - 1) Can a free or discounted offer, combined with a supportive environment, get people who are currently inactive to be active for 30 minutes, once a week?
 - 2) Can a free swim or gym offer, that is geographically targeted, based on deprivation, and limited to particular times of day, generate significant additional activity, and at a more acceptable cost in terms of lost income, than a universal or age targeted offer?
 - 3) Does a free swim or gym offer generate significant new additional paid activity, in addition to the free sessions, in a local authority leisure centre setting?
 - 4) Can a free multisport offer, delivered in a community setting, generate significant additional, sustainable activity?
 - 5) Can we increase the usage of the Bodyline Access Scheme cards by increasing the number of participating agencies actively engaged in the scheme and by creating a supportive pathway for new participants?
 - 6) What are the most effective enabling factors in encouraging participating GP practices to talk to patients about being physically active.
 - 7) What are the most effective enabling environmental and social factors to inactive people becoming active in sport for 30 minutes, once a week.
- In addition to the above a number of case studies will be delivered to determine the most effective behaviour intervention for participants on the Bodyline Access Scheme. These case studies will seek to address the following research questions:
 - Case study how effective is a healthy lifestyles outreach service linked to a GP practice in getting inactive people to be active in sport for 30 minutes, once a week.

- 2) Case study how effective is a 12 week programme using 1:1 motivational interviewing techniques with participants setting their own goals in getting people active for 30 minutes, once a week.
- Vital to the delivery of a project that provides robust and valid evidence for Sport England is the data collection methods adopted by the LLGA project team. Significant time is being committed to developing these data collection pathways and customer journeys and the research partner is fully involved in this process. All LLGA participants will need to have a Leeds Active card and a separate system will be set up to record the physical activity information required at screening, baseline and follow-up. A full research methodology has been drafted and submitted to Sport England.

3.6 Marketing

The marketing strategy for LLGA is crucial to the success of the project. It needs to deliver a communication plan that both raises awareness about a free offer that is available to all, but balance this with a targeted approach that engages directly the inactive participants that the scheme seeks to benefit.

- It is proposed that the Leeds Let's Get Active schemes falls under the Leeds Lets Change social marketing umbrella and will use the now familiar Change 4 Life branding. It is proposed that the initial targeted marketing campaign will promote LLGA with a call to action to apply for your new Leeds Active Card, providing access to free health and fitness opportunities at your local leisure centre and in your local community. A combination of traditional and digital techniques are to be applied, ensuring that the chosen techniques are relevant and appropriate to the intended target market. A full marketing action plan has been developed and the campaign is due to begin in September 2013. A pre-registration phase will run from mid September till the beginning of October when the project begins delivery. Services across the council have been engaged directly in assisting to help best identify and target those people most likely to meet the profile of residents that the scheme is trying to reach.
- Whilst the free access (leisure centres and community) within the LLGA offer is universal and open to all Leeds residents, the success will be in reaching those most in need of the interventions. A targeted approach to the marketing and communication will be vital to the achievement of this objective as it will ensure the promotional campaign is directly focussed at the people the scheme aims to engage those who are inactive. Initial research shows that the marketing approach will need to reach the following audiences as they are the most likely to be inactive:
 - o People who live in socially or economically disadvantaged areas;
 - o Women;
 - Black and Minority Ethnic communities;
 - People with disabilities;
 - o Non-engaged 16-25 year olds;
 - o Older people.

Sport England have developed a segmentation model which further defines the above groups and provides more understanding to inform the marketing approach in terms of their motivations, barriers to participation and geographical location.

• Working with partner organisations already engaged with the required target market for LLGA will also be a key component of the marketing strategy. The first stakeholder event took place on Friday 21st of June 2013 in the Banqueting Suite in the Civic Hall. The event (co-chaired by the Executive Member for Leisure and Skills and the Executive member for Health and Wellbeing) proved very productive. Organisations already engaging directly with the LLGA target market through their own work were invited to attend to find out more about the scheme and to understand how they could support its delivery through the day to day work they undertake. Feedback was excellent and many of these organisations have logged their support for the scheme and attended a more detailed briefing in July at John Charles Centre for Sport.

3.7 Budget

A high level budget is outlined below. The "free offer" budget line relates to the direct costs associated with providing the free sessions in leisure centres and is largely composed of loss of income from existing users who will either have taken part in that hour anyway or those who change the time that they take part to take the opportunity of the free session. This area of the budget has been scrutinised in detail by Sport England and accepted.

	Year 1	Year 2	Total
Draft Budget	£'000	£'000	£'000
Free Offer	250	400	650
Marketing	64	20	84
Community offer	12	36	48
Bodyline on referral project coordinator	28	35	63
Project Lead	43	42	85
Universal Support	7	13	20
Research	25	25	50
Bodyline on referral project	20	40	60
In kind			
Development	50	50	100
Facilities	110	110	220
	609	771	1380

3.8 Timescales

The overall time frame for the project is April 2013 – June 2015 (27 months) Live stages operate from October 2013 – March 2015 (18 months)

The project is broken down into 4 stages:

- Project start up: April '13 Sept '13 (6 months)
- Delivery phase 1: Oct'13 March'14 (6 months)
- Delivery phase 2: April'14 March '15 (12 months)
- End project: April'15 June'15 (3 months)
- Closure: June 15

3.9 Next Steps

The key areas of focus for the next 3 months are:

- Appointment of the LLGA Project lead post due to start 27th August 2013
- Finalising free offer times and implementing all operational plans for phase 1 delivery
- Implement the marketing campaign from beginning of September
- Deliver training to all front line staff
- Finalising the research methodology and testing all data collection pathways
- Develop clear process of review for the delivery of the project
- Continuing engagement of the third sector and other partner organisations in the delivery of the project
- Start planning for Phase 2 delivery

3.10 Additional benefits realised through the project to date

In addition to the benefits that LLGA sets out to realise for the population of Leeds it was hoped that there would be added value attained through the delivery of this project. It is apparent already that this will be the case. Below are some examples of where this is happening:

- Partnership working between the Sport and Active Lifestyles (S&AL) team and Public Health has progressed significantly since the submission of the original bid in February 2013. Now that Public Health is a function of the local authority with a team of specialists aligned to City Development, this has presented further opportunities to align projects and priorities. As such, the enhanced working relationship has impacted on areas of service delivery beyond LLGA. For example, engagement with cycling and Bodyline on Referral.
- Leeds North Clinical Commissioning Group has shown interest in the delivery of an Exercise Referral Scheme in this area of the city. Although the proposal has not been taken forward at present it is very exciting that the CCG's are showing interest in the delivery of physical activity services in the city and in the future it is hoped that this proposal can be resubmitted for consideration with the support of public health colleagues.
- In addition to building new partnerships between S&AL and Public Health the
 project has also enabled both of these services to engage with other partners (both
 internal and external) that they have not worked with extensively in the past, in
 relation to physical activity delivery. For example, housing associations, Welfare
 and Benefits, and a number of third sector organisations. It is hoped that these

- relationships will develop further as these organisations and services support the delivery of LLGA and that this will also impact on other areas of service delivery.
- Additional research opportunities have come to light in relation to LLGA. Leeds
 University are looking to engage their Theology students in research into how LLGA
 can best work with the Faith sector to support delivery outcomes. Leeds
 Metropolitan University would like to trial the development of a mobile phone
 application with LLGA customers that can help inactive people to engage in
 physical activity and monitor their own progress.
- LLGA has provided a platform to look at the development and progression of other areas within the Sport and Active Lifestyle service. For example, customer service, marketing, social media.

4.0 Corporate Considerations

4.1 Consultation and engagement

The project has already engaged a wide variety of stakeholders as part of the project delivery. Importantly the project team consider community groups already working with key target groups as being essential in ensuring that the project reaches those people who are inactive and based in the highest areas of deprivation as they will have some of the best communication channels. A series of workshops will be delivered as part of this holistic approach. In addition to this the project is also engaging directly with, for example, SportLeeds, West Yorkshire Sport, public health, Children's services, Adult social care, Resources (revenues and benefits). Plans are in place to also consult and engage with areas based health partnerships, Clinic Commissioning Groups and the Health and Wellbeing Board.

The Leeds Let's Get Active (LLGA) programme is adopting Change 4 Life branding, a national marketing campaign developed following significant levels of research and consultation. The targets for LLGA are very similar to those targeted by Change 4 Life, therefore we are quite comfortable with adopting Change 4 Life branding. The Change 4 Life brand comes with high brand equity and will be instantly recognisable by our target audience.

In addition the Sport and Active Lifestyles service has also conducted two communication audits with Leeds Metropolitan University, with projects very similar to Leeds Let's Get Active. The audits included Leeds Lets Change and Women into Sport and looked to identify the types of messages, images and channels the service should use to communicate and market to these groups. The findings from these audits have been incorporated into the Leeds Let's Get Active programme

The Scrutiny Board (Sustainable Economy and Culture) considered the Leeds Let's Get Active Scheme proposals at its meeting on 16 July 2013. Members of the Board strongly welcomed the scheme and its aims and objectives. They were pleased that the council has been successful in obtaining the funding for the pilot from Sport England and public health, and are keen to play a part in seeing the project succeed.

A number of recommendations were made by the Scrutiny Board. These included for example:

- In relation to marketing the scheme the board suggested that officers tap into the expertise from ward councillors and look at how schools could support the campaign.
- Transport was raised as a key barrier to people accessing provision and it was recommended that this be continually reviewed throughout the scheme.
- In relation to the free offer it was suggested that provision for the community programme be expanded where possible and that Quarry House be approached to see if the swimming pool at this site could be included in the offer.
- Finally, it was recommended that targeted work be carried out with nongeographic communities such as gypsy and traveller communities and that single sex provision be looked at to support faith and cultural needs.

The Scrutiny Board will continue to monitor the implementation and progress of the scheme as part of its ongoing inquiry on the role of the Leeds Let's Get Active scheme in promoting public health.

4.2 Equality and diversity/Cohesion and Integration

These proposals have been screened for issues on Equality, Diversity, Cohesion and Integration. In general, such considerations are integral to this whole report as one of the major aims of the proposals is to narrow health inequality, a key council objective. As well as offers in the community, the proposed 18 month pilot offers free off-peak access to a swim or gym session for at least one hour every day in all leisure centres, two at those in areas of highest deprivation. Those currently unable to afford swimming and gyms should benefit most, wherever in Leeds they live. This may particularly benefit those on low incomes, minority ethnic groups and older people.

4.3 Council Policies and Priorities

The proposals aim to narrow health inequality, a major council objective, by encouraging more people to become more physically active, particularly those in areas of higher deprivation where activity levels and life expectancy are lower than the city's average.

The overarching vision for 2030 is that Leeds will be the best city in the UK. This means all Leeds' communities will be successful, including those who are currently less active and suffer poorer healthy life expectancy.

City Development has as a priority to "Develop the city's cultural events and facilities including changes to sports centres and libraries", and a key performance measure is "To maintain visits to sports centres". This report directly addresses these priorities.

4.4 Resources and value for money

Swimming pools and gyms carry significant costs to build, maintain and staff. Fee paying customers (casual, memberships, schools and clubs) currently cover a high

proportion of the revenue cost of running leisure centres, so that the £6.2m managed budget in Sport is only 1.1% of the Council's total spend, and comparatively low compared to other comparable Local Authorities.

These proposals should be neutral to the council's budget in 2013/14 and 2014/15. New expenditure and income lost totalling £1,000,000 is being fully funded by Public Health and Sport England with £500,000 each. The 'in-kind' support worth £320,000 anticipated from officers in Sport Development and Facilities comprises work from existing employees who would otherwise be providing similar services, whilst £60,000 funding from Public Health continues from the previous Bodyline Access Scheme project, making a total of £1,060,000 for this pilot project along with £320,000 of "inkind" support.

4.5 Legal Implications, Access to information and call in

The provision of sport services by councils and their pricing or subsidy is not subject to statute so the main legal criteria are that these proposals are reasonable.

4.6 Risk management

The main financial risk is that the free offer diverts more paying customers than anticipated, widening the loss of income and reducing the space in pools for previously inactive newcomers. This would increase the cost and reduce the effect of the free swim part of the offer and it might have to be curtailed early to avoid loss to the council. To manage the risk the income loss and numbers of new participants will be monitored weekly for any disproportionate loss of income.

The main policy risk is that this pilot produces an expectation of free access to high cost facilities and activities at a public subsidy that cannot be sustained. To mitigate this risk, efforts will be made to offer additional paid sessions to new customers and to build up evidence of the benefits of the offer, so as to encourage future funding or sponsorship.

5.0 Conclusions

5.1 The LLGA projects provide an exciting opportunity to test the effectiveness of price discounting on participation and therefore health outcomes. The targeted nature of the project within a universal offer will provide a unique insight into behaviour change. Work undertaken to date has already helped reinforce the benefits of physical activity and Sport with colleagues in public health.

6.0 Recommendations

That Executive Board:

- (ii) notes the progress made with the implementation of the Leeds Let's Get Active programme;
- (ii) agrees the proposals in paragraph 3.2 for daily free 1 hour access at leisure centres and 2 hour free access at John Charles Centre for Sport, Armley, Fearnville and Middleton Leisure centres.

(iii) endorses the proposals for the free community offer and the Bodyline Access Scheme.

7 Background documents¹

7.1 None.

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.