

Report of: The Director of City Development

Report to: South (Inner) Area Committee

Date: Wednesday 4th June 2014

Subject: Leeds Let's Get Active

Are specific electoral Wards affected?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If relevant, name(s) of Ward(s): Beeston & Holbeck, City & Hunslet, Middleton Park		
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Is the decision eligible for Call-In?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, Access to Information Procedure Rule number: Appendix number:		

Summary of main issues

This report and accompanying appendices presents to Area Committee a detailed picture of work being undertaken to successfully deliver the Leeds Let's Get Active Initiative along with current progress against targets.

Recommendations

Area Committee is asked to:

- a) to note the update and progress made in the development and delivery of Leeds Let's Get Active in relation to Sport England targets
- b) consider and propose future ways of engaging with the LLGA team and in particular the area based Active Lifestyle Officers in the planning and delivery of the community offer
- c) share expertise and engage around the broader aspects of supporting inactive people to become active in their communities.

1 Purpose of this report

- 1.1 The report aims to update Area Committees on the development, implementation and progress of LLGA to date. The report seeks to provide Area Committees with information following recommendations made at Scrutiny Board (Sustainable Economy and Culture) on 16 July 2013 and 18 March 2014 with a focus on engagement at a ward level.

2 Background information

- 2.1 Sport and Active Lifestyle (S&AL) service offers a valuable contribution to the achievement of health and wellbeing outcomes across the City of Leeds and it is working to secure Leeds' position as the 'most active big city in the UK'.
- 2.2 The latest national survey (Active People 7) looking at adult participation in sport and active recreation across the country has seen Leeds top the list of England's core cities. Leeds is also the seventh most active local authority area in England out of 326. The survey also shows 31.2 per cent of people in Leeds now take part in sport or active recreation three times a week or more. The figures represent a rise of more than 10 per cent from 2005-6, when 20.6 per cent of residents were taking part. Despite Leeds topping the core cities table, the survey also found that 42.5 per cent of the population said they had done no sport or active recreation during the previous 28 days. Sixty per cent of people in Leeds also said they did not take part in any type of 30 minute sport session in a given week
- 2.3 Area committees may be aware that 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. Sport England has joint funded LLGA with the City Council, as they estimate the cost of physical inactivity to the city at least £10.4m every year.
- 2.4 The Sport England £500k was matched by Public Health who also committed funding of £60k, continued from the previous Bodyline Access Scheme project, making total funding for this pilot project £1,060k. This project also contributes towards 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.
- 2.5 Area Committee members will be aware of the significant health and life expectancy inequalities which exist within Leeds. This pilot project will contribute towards 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. The project sees an offer that includes; free, universal access to all City Council Leisure Centres (which includes gym, swim and exercise class provision); and free physical activity opportunities in

local parks and community settings. LLGA has been running since September 2013 and is making progress against its Sport England Targets.

- 2.6 The LLGA offer has been devised based around parameters as set out in targets by Sport England which have been based on the original funding agreement. Despite providing a universal offer, the targets focus on reaching and supporting inactive people. It is important therefore to note that both promotion and marketing strategies and the LLGA offer itself have been targeted and selective in the methods.

2.7 Leisure Centre Offer

- 2.7.1 The offer in every leisure centre (17 in total) is 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: John Charles Centre for Sport, Armley, Fearnville and Middleton leisure centres.
- 2.7.2 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 to incorporate new users as well as being most appealing to the target market. Recent timetable changes are allowing us to pilot the demand and access to swimfit classes and women's only sessions.

2.8 Community Offer

- 2.8.1 The community offer is designed to provide an alternative route into physical activity in a non-leisure centre setting. A total of 102, 10 week blocks of low intensity activity suitable for inactive people will be delivered over the 18 months of the pilot project and will include: Active Family multi-sport sessions, Social Walks, Beginners Running Groups and fitness classes.
- 2.8.2 The activities are delivered in community parks, however during the winter months some sessions are being brought into indoor community venues. Locations identified for delivering the community activities are within an LSOA within the 20% most deprived communities (based on Indices of Health deprivation). Areas classed as 'pockets of deprivation' can also be selected if they fall within the 20 – 30% most deprived for health deprivation. Active Lifestyle Officers are currently developing this offer and are keen to engage with ward members to better understand local infrastructure, demand/need and potential physical activity exit routes for participants.

2.9 Bodyline Access scheme

- 2.9.1 This scheme aims to build on the Bodyline signposting scheme already in place for healthcare professionals, when a patient can receive a Bodyline membership card for 3 months for £5. LLGA aims to test various levels of intervention received throughout the referral process.

2.10 LLGA Targets

2.10.1 LLGA has been live since 30 September 2013 and is due to run until March 2015. As part of the grant condition the project formally reports to Sport England on a 6 monthly basis and seeks to achieve the following targets:

- a) To increase the activity levels and participation in sport of those inactive in Leeds. especially in areas of highest health inequalities
- b) To establish better links with health partners
- c) To better understand the barriers for healthcare professionals in discussing physical activity and how to address them
- d) Development of a universal offer incorporating free gym/swim across a number of leisure centres in areas of highest deprivation and health inequalities
- e) 270,000 new visits
- f) 16,500 new card members
- g) 1350 previously inactive new participants completing 1x30 minutes physical activity per week
- h) Free multi-sport community offer focussing on family participation – 102 10/12 week programmes (840 people)
- i) An increase in the numbers of those accessing the Bodyline Scheme
- j) achieving 1x30 physical activity per week

2.11 Progress to date

2.11.1 LLGA has now been live since 30 September 2013 and as of April 2014, has seen over 25,000 people sign up to LLGA with over 58,000 visits to LLGA sessions in leisure centres. Pre and post LLGA physical activity analysis is being completed by Leeds Metropolitan University. Some interesting early information is coming through tells us;

- a) Total registrations are over 25,000
- b) LLGA registered members were predominantly female 50% of LLGA registered members were aged <35 years. Areas of deprivation were well represented in the cohort. Weekly figures have demonstrated a range between 29% and 43% of LLGA members ranked as living in areas classed as top 20% most deprived.
- c) 10,000 LLGA registered members have attended an LLGA session in a leisure centre
- d) Since 30th September 2014 LLGA have seen over 58000 visits to leisure centres
- e) Attendance data from Block 2 of the community programme shows 260 attendances across the range of seven activities. Block 3 community activities begin 21.4.14 and will see 21 activities across a variety of venues and will include activities such as beginner bootcamp, family sports, social walks and beginner running groups.
- f) The Bodyline access scheme has received 1316 referrals since October 2013

2.11.2 LLGA was also challenged with increasing sport and activity among the most inactive groups across Leeds. At this point in time, follow-up data collection is still in its infancy however early indications are that the project is having success in converting those previously inactive to doing some sustained activity. Follow up

physical activity data will be collected from LLGA members in May 2014 for analysis by Leeds Metropolitan University.

- 2.11.3 As expected there is a proportion of LLGA members who have not attended an LLGA session. This is not unexpected. The challenge for the project, having now got contact details, is to identify and break down barriers to making a first visit. Methods include;
- a) Production of a video for first-time users to visualise the unknown environment
 - b) Production of a community brochure detailing member stories.
 - c) Further training for leisure centre staff to offer a supportive environment to new users.
 - d) Working with partners on a locality basis to consider further barriers.

3 Main issues

- 3.1 Following a presentation to the Scrutiny Board on 17 March 2014, members made the following comment

“We recommend that officers tap into the local knowledge of ward councillors in developing the community offer”.

Sport and Active Lifestyle Officers have attended meetings such as Neighbourhood Improvement Boards and Ward Briefings in areas where the community offer has been planned to take place. Officers have also engaged with the area support teams to understand the best ways of contacting and working with elected members. Officers want to better understand local issues, barriers and needs. These meetings have also included discussions about any community groups that are available to tap into and venues that are suitable and accessible for the target population. This report therefore aims to facilitate further conversations and relationships with area committees around the project so far.

3.2 LLGA Partner Engagement

- 3.2.1 Since the project began, LLGA has successfully engaged a large number and variety of stakeholders who have shown invaluable support to embed the project in their work. We have seen input and interest from housing providers; VCFS organisations; neighbourhood network schemes; schools and children’s centres; NHS and private clinicians. LLGA is now represented at Leeds Working Well Board (strategic board overseeing support for unemployed, those with disabilities or mental health problems to access and retain employment); the Leeds Teaching Hospitals Trust Obesity Steering group and through the Sport Leeds Board Sport and Active Lifestyles Strategy.
- 3.2.2 Three engagement events have now been delivered where stakeholders have come together to understand the project, share best practice and work together to highlight and overcome challenges with promoting the project with the target audience. LLGA maintains contact with stakeholders sending a quarterly e-newsletter to partners. Work continues to take place to engage and support further stakeholders across the City.

3.2.3 LLGA team are working with stakeholders to facilitate area based meetings to further discuss barriers for communities and will develop and implement local plans. This will begin with Bramley with a similar model being replicated in East Leeds to develop learning for replication in other areas of the City.

3.3 **Marketing and Communications**

3.3.1 Attracting over 25000 people to sign up to LLGA has been a huge achievement, with approximately 30% of those signed up from areas of high deprivation and a high proportion reporting little or no physical activity at baseline. We believe that this success can be attributed to our approach to phase one and the launch of our marketing and communications plan.

3.3.2 To ensure a targeted and coordinated approach, our LLGA marketing plan was developed through a fortnightly partnership meeting between Leeds City Council's Marketing, Sport and Active Lifestyles and Public Health teams. The aim of the plan was to adopt an intelligence led approach to marketing and communication using segmentation tools, data sources and business/customer intelligence. Work included in the plan aimed to maximise the potential of both traditional and digital platforms using appropriate personalised messages to communicate with both prospective customers and existing members. This meeting continues on a monthly basis.

3.3.3 Females aged 20 – 45 years were identified as the primary target as they can be considered the gate keeper to the family and in a key position to influence the habits of their children, partners and parents, particularly those who are inactive. The primary target was identified as likely to be; female, a parent, living in social housing, claiming benefit, likely to be overweight / obese, living in postcodes LS1 to LS15 with a bias to the south of the city and living within a two mile radius of a leisure centre. Intelligence was used to identify where the primary target is likely to visit and what sorts of communication channels and messages they are likely to engage with.

3.3.4 Change4life Images and fonts for the LLGA branding were chosen based on the high brand recognition levels within this profiled population. "Leeds Lets" was also selected to link with existing recognised initiatives and campaigns in Leeds that are used and understood by both the general public and Health Professionals (www.leedsletschange.co.uk).

3.4 **LLGA Impact – Individual Feedback**

3.4.1 LLGA is continuing to receive support from a large number of organisations and continued positive feedback from professionals and LLGA members alike is helping us to build the evidence of impact.

Below are just two comments received about the impact of LLGA on individuals:

"I just wanted to write to say thank you to whoever has come up with this brilliant scheme. I think this is an excellent idea, helping the public to improve their health through exercise, utilising existing resources. I haven't swam in such a long time and thoroughly enjoyed it today. I received a flyer through the post, signed up online &

found the lady on reception at Scott hall very friendly & helpful. I was given a card very swiftly and had my correct details. Great service all round. I will be swimming again next Monday & every week that it is free. I'm presently struggling financially in these difficult times, so having the opportunity to swim for free is something I really appreciate. Keep up the great work!"

LLGA Member

"I just wanted to feedback a really positive story regarding the gym cards (Bodyline Scheme). We have a client who has been on an ATR and in and out of alcohol treatment for many years. He feels that the Gym card has been the single most helpful thing to help him stop drinking and stay stopped in all that time. He has a history of mental health problems and feels that he is really aware of how exercise can improve his mental health now and has found it better than any mental health treatment. Since getting a gym card he has been going daily and has benefited and now intends to keep accessing the gym through Leeds Let's Get Active. "

Thanks

Service Manager

ADS Leeds

3.5 Future and Sustainability

- 3.5.1 Currently LLGA is funded until March 2015, having recently received assurance of original "in principle" funding from Sport England. Public Health, Sport & Active Lifestyles, Adult Social Care, Children's Services and other internal and external partners need to review the outcomes to date and consider the sustainability of the project as part of improving the quality of life for all our residents. This needs to include a comparison of the sustainable benefits with potential costs going forward. The majority of the recurring costs are associated with meeting loss of earned income during the free periods.
- 3.5.2 By recording self-reported physical activity levels prior to joining LLGA and comparing these throughout the programme alongside attendance and loss of income, we are beginning to build a body of evidence for the impact of the project. It certainly appears to be moving hundreds of people from 'inactive' to 'active' and generating tens of thousands of new additional swims and gym visits in the council's leisure centres. Further work is needed to determine reasonably robust measures of the sustainable impact. In particular, the project needs to be measured throughout the whole year, as activity levels are seasonal and fluctuate with unusual weather and major sporting events, particularly at school holidays.

The current planned investment in LLGA is as follows:

	2013/14	2014/15	Total
Initial Proposed Budget	£	£	£
Free Offer	250,000	400,000	650,000
Marketing	64,000	20,000	84,000
Community offer	12,000	36,000	48,000
Bodyline on referral project coordinator	28,000	35,000	63,000
Project Lead	43,000	42,000	85,000
Universal Support	7,000	13,000	20,000
Research	25,000	25,000	50,000
Bodyline on referral project	20,000	40,000	60,000
In kind			
Development	50,000	50,000	100,000
Facilities	110,000	110,000	220,000
	609,000	771,000	1,380,000

- 3.5.3 A significant proportion of the above costs are one-off or set-up in nature, including most marketing, research and in-kind staff time. The future annual costs may need to be engineered downwards, though the budget could be maintained or increased and the offer focussed even more on the most effective channels of most benefit.
- 3.5.4 Even at this early stage, LLGA is allowing us to better estimate the costs associated with providing a free universal offer in Leeds.
- 3.5.5 Using sites and time-slots which were already busy was generally avoided, but to give a wide offer, some such times were offered across the city. The tentative experience confirmed that income loss was greatest at these times, but usage rarely pushed the capacity of pool or gym, meaning that the additional activity was not as proportionately high as sessions which were previously little used. Future costs could be lowered by avoiding some popular lunch-time and weekend slots, but users and potential users are, inevitably, asking for free sessions to be widened to more popular peak times.
- 3.5.6 Leeds' experience of the 2009-10 Free Swimming Initiative was that it appeared to generate little additional secondary spend on other paid activity or food/drink. So far LLGA seems, tentatively, to be producing some additional above trend casual income in other sessions, mainly swimming, to help mitigate the inevitable cost of making existing sessions free. However, more research is needed to assess whether this is a side effect of enhanced marketing spend or related to seasonal and post-Olympic trends, rather than a consequence of the free offer. Individual level analysis and case study interviews may help clarify this further.

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 The project continues to engage 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 and events have been delivered as part of this holistic approach. In addition to this the project is also engaging directly with, for example, Sport Leeds, West Yorkshire Sport, public health, Children's services, Adult social care, Resources (revenues and benefits).

4.1.2 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

4.2 Equality and Diversity / Cohesion and Integration

4.2.1 These proposals have previously been screened for issues on Equality, Diversity, Cohesion and Integration as part of the Executive Board report on the 24 April 2013. 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. The screening noted:

- a) The pilot project is designed to provide more assistance to get active in more deprived communities.
- b) The free swim and gym offer will be doubled at Armley, Fearnville and the John Charles Centre for Sport – all measured as having the most deprived catchment areas among the council's leisure centres.
- c) The community offer and the pathways to the Bodyline offer will be focused on areas and individuals where the health need is highest.
- d) The free offer will be available to the whole population and across the whole council leisure centre portfolio.
- e) Consider whether some free sessions should be female only.
- f) Consider how access to free sessions is extended to disabled groups as far as possible and practical.

4.2.2 As the programme has progressed, the actions above have all been implemented, contributing to the success of the project so far.

4.2.3 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 City Priorities

4.3.1 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.

4.3.2 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.

4.3.3 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

4.4.1 Continuing this pilot on the same scale should be neutral to the council's budget in 2014/15. The budgeted cost for 2014/15 of £771k is due to be met with £321k from Sport England, £250k from Public Health, £40k from Public Health and £160k in-kind officer time funded by the Council in its base 2014/15 revenue budget.

4.4.2 In terms of value for money, the impact on activity, particularly on the targeted less affluent areas of the city should have long-term benefits in lower health and social care expenditure on a range of physical and mental conditions linked to inactivity. The project is intended to improve our understanding of the level of social and long-term economic return from investing in promoting healthy activity in this way.

4.5 Legal Implications, Access to Information and Call In

4.5.1 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

4.6.1 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.

4.6.2 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 Conclusions

5.1 Modest investment in LLGA has allowed the development and testing of systems and methods to attract inactive people in Leeds to consider increasing their levels of physical activity. LLGA has a functioning online registration process and automated communication to continue to provide and test ways of creating a supportive environment for the target audience. Systems are also in place to capture large data

sets which include baseline and follow up data using self-reported 7 day recall. There are currently 17 sites actively involved and a variety of coaches delivering LLGA in the community which includes the current provision of 21 activities across the City. LLGA has attracted our target market of inactive people and is supporting with increasing these levels of activity by breaking down the barrier of cost and creating a supportive environment. Insight and market segmentation has created a strong brand and is supported by a large number of partners and stakeholders across the City. LLGA is progressing well against its targets.

- 5.2 The LLGA team and Active Lifestyle Officers are keen to build positive working relationships with ward members for future engagement and consultation in order to develop and deliver the community offer in line with community need.

6 Recommendations

6.1 Area Committee is asked to:

- a) to note the update and progress made in the development and delivery of Leeds Let's Get Active in relation to Sport England targets;
- b) consider and propose future ways of engaging with the LLGA team and in particular the area based Active Lifestyle Officers in the planning and delivery of the community offer;
- c) share expertise and engage around the broader aspects of supporting inactive people to become active in their communities.

7. Appendices

Appendix 1 LS10 and LS11 Data

8 Background documents¹

8.1 There are no background documents associated with this paper.

¹ The background documents listed in this section are available for inspection on request for a period of four years following the date of the relevant meeting. Accordingly this list does not include documents containing exempt or confidential information, or any published works. Requests to inspect any background documents should be submitted to the report author.