

Report of Head of Sport and Active Lifestyles

Report to Scrutiny Board (Sustainable Economy and Culture)

Date: 16th December 2014

Subject: Leeds Let's Get Active Update Report

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
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? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

Summary of main issues

- 1 Members will recall the Leeds Let's Get Active (LLGA) project was last reported to this Scrutiny Board on 18th March 2014. The project has now been delivered for just over a year with data analysed by Leeds Beckett University which is demonstrating good progress against Sport England targets. LLGA is also receiving national recognition and interest from other local authorities in terms of promising practice for increasing physical activity participation among the inactive.
- 2 The project has proved successful and targeted marketing and additional public health support has enabled funding to be re-profiled and the overall project extended by a further 12 months to April 2016, to allow more in depth research.
- 3 The report also specifically responds to questions and comments made by the Scrutiny Board on 18th March 2014.

Recommendations

- 4 Those board members note the report and provide comments on progress.

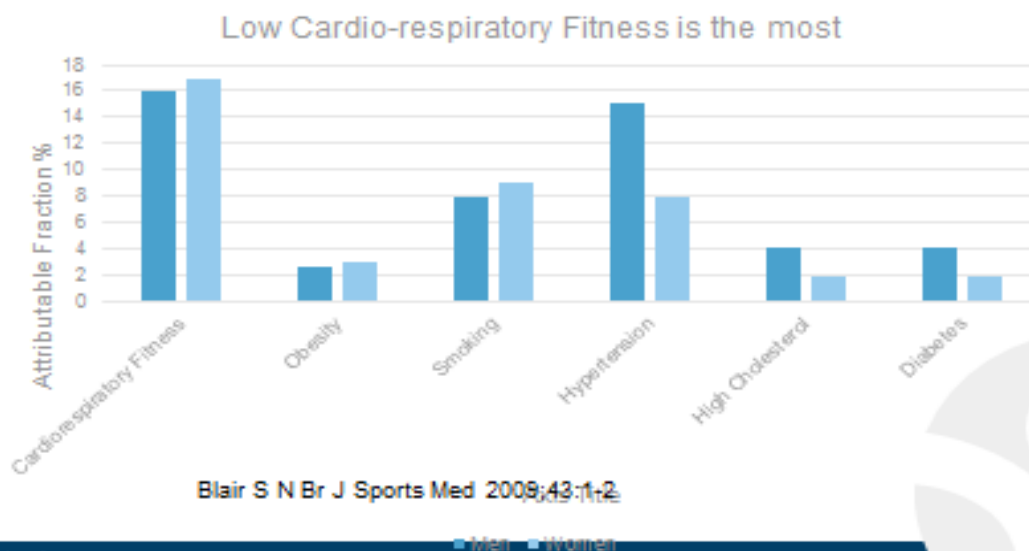
- 1 Purpose of this report
 - 1.1 The report aims to update the Board on the progress of LLGA to date .The report also seeks to provide the board with additional information relating to comments made at Scrutiny Board (Sustainable Economy and Culture) on 18th March 2014.
- 2 Background information
 - 2.1 The Sport and Active Lifestyle (S&AL) service continues to offer 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 England'. The services' alignment to meeting City health outcomes is a top priority.
 - 2.2 Scrutiny Board will be aware that following the latest national survey (Active People 7) looking at adult participation in sport and active recreation across the country;
 - Leeds tops the list of England's core cities for 3 x 30 mins participation.
 - Leeds is the seventh most active local authority area in England out of 326.
 - 31.2 per cent of people in Leeds now take part in sport or active recreation three times a week or more.
 - 42.5 per cent of the population said they had done no sport or active recreation during the previous 28 days.
 - 2.3 Scrutiny Board will recall from LLGA attendance in July 2013 that Leeds City Council was successful in applying for £500k of Sport England funding from their "Get healthy get into sport" grant programme. LLGA 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 Public Health in the City Council, as they estimate the cost of physical inactivity to the city at least £10.4m every year.
 - 2.4 This was matched by Public Health (£500k) who also committed further funding of £60k, continued from the previous Bodyline Access Scheme project, making total funding for this pilot project £1,060k.
 - 2.5 Scrutiny Board will be aware of the significant health and life expectancy inequalities which exist within Leeds. This pilot project has contributed towards reducing these inequalities by increasing participation in physical activity, targeting those who are presently inactive and doing less than 1 x 30 minutes of physical activity per week. Whilst providing a universal free offer, the offer is greatest in those areas with the highest need. This principle of universal proportionalism was a key part of The Marmot Review - Fair Society, Healthy Lives 2010.

2.6 The LLGA scheme 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 better than planned progress against its Sport England Targets. The Board are reminded of the impacts of being more active in the diagrams below.

Health Benefits of Physical Activity

Disease	Risk reduction	Strength of evidence
Death	20-35%	Strong
CHD and Stroke	20-35%	Strong
Type 2 Diabetes	35-50%	Strong
Colon Cancer	30-50%	Strong
Breast Cancer	20%	Strong
Hip Fracture	36-68%	Moderate
Depression	20-30%	Strong
Alzheimer's Disease	60%	Moderate

Attributable fractions (%) for all-cause deaths in 40 842 (3333 deaths) men and 12 943 (491 deaths) women in the Aerobics Center Longitudinal Study.



3. Main issues

3.1 LLGA Research Progress

- 3.1.1 LLGA continues to support inactive people to become active and take steps towards a healthier life. Whilst the universal nature of the scheme will attract people who are already active, the targeted approach has resulted in an encouraging proportion of inactive people to register and participate in physical activity. Sport England requires formal monitoring and evaluation reports and our research partner is Leeds Beckett University (LBU).
- 3.1.2 There is a large amount of data given the scale and size of the scheme and LBU have been working with us to analyse the findings. The nature of the research means that much of the detailed findings won't be available until further into the project, this will inform a formal evaluation report provided by LBU during the summer 2015. Much of the initial reporting tends to be quantitative rather than qualitative at this stage.
- 3.1.3 Discussions with Sport England, LCC and LBU have highlighted the power of the data sets that have already been gathered and the potential learning that can be applied in the future. LLGA have been approached by University of Leeds who would like to work with us analysing and evaluating some of the data further. They have advertised two PhD scholarships and are currently looking into funding opportunities through the National Institute of Health Research to support further analysis of the data. This helps us develop extensive learning around physical activity development and promotion within communities. It will also support us in demonstrating impact and seeking sustainable funding.
- 3.1.4 Sport England is continuing to invest in projects to reduce health inequalities through physical activity and in October sent out a press release confirming their continued investment. Sport England used LLGA as the example of best practice in their press release.
- 3.1.5 In November 2014, UK Active and Public Health England published a report "Steps to Solving Inactivity" featuring examples of promising practice in physical activity. Following 952 submissions, 36 were selected to feature in the report that was launched at the national summit. LLGA was selected as one of the examples.
- 3.1.6 Leeds Let's Get Active (LLGA) is continuing to make good progress on delivery and continues to make better than forecasted progress against targets whilst developing further learning, insight, partnership working opportunities and understanding of customer behaviour in relation to physical activity, use of LCC leisure facilities and online registration.

3.2 Headline Outputs and Actions

- 3.2.1 LLGA engages many members through social media and via email. Members are often very keen to tell us about the positive impact that the project has had on both their physical and mental health. Some members have stated the positive impact it has had on their social health stating they would not leave the house or talk to

anyone if it was not for LLGA. LLGA have made a video sharing some members stories

Some Quotes from LLGA members

- 3.2.2 *"I thought I'd write to tell everyone how brilliant the programme is. I started swimming 3 times a week in May, the first time I went I swam 12 lengths but today I'm ecstatic as I swam 32 lengths i.e. 1/2 mile! I had a very bad accident in Dec '13 and broke/dislocated both shoulders, following surgery I am having hydrotherapy/physiotherapy, but my surgeon has been adamant I swim 3 times a week. If it wasn't for the programme I wouldn't be able to afford to go and I can't tell you what it's done for my confidence as well as helping with the physical aspects. So, anyone who thinks it won't make a difference, think again. Also the added bonus is I've lost more than 11 lb in weight so far."*
- 3.2.3 *"I used to weigh 21.5 stone and after deciding to do something about it I started to diet and joined the scheme. I am unemployed so couldn't afford the costs of regular sports centre sessions so its thanks to the Leeds get active scheme I have been able to lose 8 stone, improving my health, confidence and self-esteem. I am now in college and still going to the leisure centre in Morley. This scheme is great for those who want to make a positive change."*
- 3.2.3 The Sport England target of 16500 registered members has been far surpassed. At present there are 45,000 people registered to LLGA and we have supported 155,000 visits to free sessions.
- 3.2.4 Formal analysis was last completed by LBU in July 2014 and the following figures are based on this.

- **Half of all those who have registered have visited a free LLGA session, this is a good conversion rate based on advice from the academic research partner.**
- **19 – 45% of registered LLGA members did less than 30 minutes physical activity in an average week demonstrating attraction of hard to reach people in the target audience.**

The greatest health benefits can be seen by those who move from doing no activity to a minimum of 30 minutes per week. Of all those inactive at baseline;

- **38% have attended an LLGA session therefore increasing their physical activity levels.**
- **10% have participated regularly therefore having a positive impact on their health.**
- **79% of those who were inactive at baseline and who were followed up with a questionnaire are no longer considered as inactive. This demonstrates the success of LLGA in supporting inactive people to make a positive change.**

3.2.5 Leeds Beckett University will submit formal analysis of the project again in 2015 which will demonstrate further the large positive impact of LLGA.

3.3 Plans for 2015/16

3.3.1 In attracting the target audience of inactive people, the impact on income has been slightly less than anticipated and we have therefore been able to re-profile and extend funding to ensure delivery of the project for a further 12 months. Success to date means that LLGA is therefore able to continue to provide the universal, free offer to thousands of inactive people in Leeds

3.3.2 Public Health confirmed a further £145k which will support the project third year extension and allowing more time to gain learning from the project through analysis of data. Specific developments around research methods in year three will provide data analysis on long term condition risk factors, return and social return on investment and clustering of unhealthy behaviours. This aims to put the project and service in the best possible position to provide Clinical Commissioning Groups and Public Health with information and data which may support them in achieving their targets around health inequalities in the future and therefore may support future sustainability of the project.

3.3.3 LLGA alongside other projects such as the Sport England Funded Leeds NGB Place Pilot continues to support Leeds in achieving targets to be the Best City in the UK by 2030 and the Most Active Big City in England. The Leeds NGB Place Pilot aims to develop a single process and plan for the city that will ensure National Governing Body of Sport (NGB) Whole Sport Plans are delivered in a co-ordinated way making best use of local and national resources. Both projects are supporting the service in being nationally recognised and are allowing Leeds City Council to be able to respond to demand and need of large numbers of residents.

3.3.4 The Sport and Active Lifestyle service is also working with West Yorkshire Sport and Sport England on a project to help us to better understand how Sport and Active Lifestyles can engage with commissioners in Leeds within Public Health, CCGs, Adult Social Care and Children's Services. This work will be strengthening the position of Sport and Active Lifestyles in delivering health outcomes, through exploring the links with the commissioning system and approach. It is hoped the learning from this work will influence and support the development of a sustainable plan for LLGA as well as for our wider service delivery.

4. **Response to Comments from Scrutiny Board 18.3.14**

4.1. "There is a need to keep ward members informed of activity in their areas – area committees will help kick-start improved communication"

4.1.1 Following LLGA attendance at Scrutiny Board (18th March 2014), LLGA approached Leeds City Council's three Area Leaders to request advice and support in providing information and working with Councillors through the Area Committee process. A report was presented to both Inner and Outer South Area Committees (June 2014), however, LLGA were advised that in creating new

Community Committees, concerns have been expressed from members with their desires that area committees not be used as a proxy for local consultation or project updates supplied for members to “comment and note”. LLGA were advised that other ways need to be found to inform elected members other than through reports to Community Committees unless specific local decisions need to be made on local issues.

4.1.2 In seeking other ways, the LLGA team are working to share information on planned activities with elected members for their areas through a variety of methods including partnership groups or via email or a newsletter. The team also ensures they link closely with PH colleagues (such as locality based Health Improvement Managers) to ensure progress is shared through relevant multiagency partnership groups where elected members may attend.

4.1.3 Once year three LLGA funding was confirmed, an email was sent to all 99 councillors explaining the continuation of the scheme.

4.2 “A desire to continue to work with Quarry House to develop a community offer that they can support (and to ensure Cllr Ingham is kept informed of progress)”

4.2.1 The Active Lifestyle Officer with responsibility for active lifestyles for East/North East has aimed to engage with Quarry House to discuss further opportunities for community use of the facility on many occasions. Following attempts at contacting the manager, the Active Lifestyle Officer has been advised that there is nothing that they can offer and a meeting would be of no use.

4.2.2 The Active Lifestyle Officer has been advised that Touchstone (Health and Wellbeing Charity) are using the facility through a long standing agreement as well as disability groups who have gained access through the NHS. The only other way of making use of the facility is to become a member which is only available to those working for the NHS or as a civil servant.

4.2.3 The service is keen to support any work to develop a potential offer for the local community to use the facility and are keen to hear members’ views on moving this forwards.

4.3 “Support for seeking to incorporate some single-sex provision into the scheme”

4.3.1 Following comments from Scrutiny (18th March 2014)), single sex provision has been added to the LLGA programme. LLGA offers three weekly women’s only swimming sessions (JCCS, Kippax and Scothall Leisure centre) and a number of single sex community activities. These have been well attended and where good attendance continues, will remain within the LLGA programme. The programme continues to be reviewed three times per year allowing opportunities for amendments to be made to suit the need/demand from the community within the funding agreement guidelines and capacities of sites.

4.4 An ongoing issue for debate about what can be provided in areas of deprivation that do not have their own local leisure centre provision

(acknowledging that this is largely outside the scope of the LLGA scheme itself)

- 4.4.1 The LLGA community offer to date has provided invaluable learning for the Sport and Active Lifestyles Team and in particular has provided learning around ways of engaging with communities in areas of deprivation who are not local to a leisure centre.
- 4.4.2 Public Health's continued investment will allow continued delivery of the community offer. Learning to date has allowed us to understand the time and capacity pressures on delivering the community offer with a time limited presence in communities. LLGA provides opportunities to test different models of working to understand the "best buy" in terms of physical activity delivery with those most in need. LLGA has allowed the team to broker new relationships in deprived communities which has supported wider Active Lifestyles work outside of LLGA.
- 4.4.3 The community offer will therefore continue to be delivered from April 2015. The focus will shift from a set model of delivery to a model taking a needs/asset based community development model. It is proposed that three communities in each wedge will be selected based on Public Health priority areas and needs and activities will be assessed and designed /delivered or commissioned with support and guidance from the locality Health Improvement Manager. The key to this will be to engage with local communities to understand barriers, motivations and work with existing networks to develop appropriate activity. In continuing to explore ways of understanding effective delivery, this model allows us to build options for landing a scaled up model in the future.
- 4.4.4 The LLGA community offer only demonstrates a part of what activity is delivered or supported by the Sport and Active Lifestyles Team which maintains a focus on engaging communities in physical activity with a priority of those living in deprived communities. Sport and Active Lifestyles remain keen to further explore ways of scaling up the learning and the offer to ensure greatest impact and benefit to communities most in need.

5 Corporate Considerations

5.1 Consultation and Engagement

- 5.1.1 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 and Adult social care.
- 5.1.2 In addition the Sport and Active Lifestyles service has also conducted two communication audits with Leeds Beckett 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 Sport and Active Lifestyles Service are currently working with Leeds Beckett University to conduct further audits, one of which focuses specifically on LLGA to understand registration and participation rates.

5.2 Equality and Diversity / Cohesion and Integration

- 5.2.1 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:
- 5.2.2 The pilot project is designed to provide more assistance to get active in more deprived communities.
- 5.2.3 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.
- 5.2.4 The community offer and the pathways to the Bodyline offer will continue to be focused on areas and individuals where the health need is highest.
- 5.2.5 The free offer will be available to the whole population and across the whole council leisure centre portfolio.
- 5.2.6 Consider whether some free sessions should be female only.
- 5.2.7 Consider how access to free sessions is extended to disabled groups as far as possible and practical.
- 5.2.8 As the programme has progressed, the actions above have all been implemented, contributing to the success of the project so far.
- 5.2.9 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.

5.3 Council policies and City Priorities

- 5.3.1 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.
- 5.3.2 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. This supports healthy

lifestyles and getting people more active within the Best Council Objectives for 2013 – 2017.

5.3.3 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.

5.4 Resources and value for money

5.4.1 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 £631k is due to be met with £349k from Sport England (note, includes £28k that wasn’t claimed in year 1), £82k from Public Health, £40k from Public Health funding Bodyline Access Scheme and £160k in-kind officer time funded by the Council in its base 2014/15 revenue budget. LLGA runs in year three based on a re-profile of £195k of Public Health money (year 2) alongside an additional £145k additional support to build evidence base and relationships with Universities and CCGs.

5.4.2 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.

5.5 Legal Implications, Access to Information and Call In

5.5.1 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. The Board are reminded of the project development taking due regard to consultation on groups impacted.

5.6 Risk Management

5.6.1 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 continue be monitored for any disproportionate loss of income.

5.6.2 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.

6 **Conclusions**

6.1 Continued 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 continues to provide and test ways of creating a supportive environment for inactive people. Systems continue to be in place to capture large data sets which include baseline and follow up data using self-reported 7 day recall. There continues to be 17 sites actively involved and a variety of coaches delivering LLGA in the community.

- 6.2 LLGA is progressing well against its targets, is receiving national recognition and has secured further funding for project continuation and amended research questions to demonstrate impact.

7 Recommendations

- 7.1 Those board members note the report and provide comments on progress.

8 Background documents¹

- 8.1 Nil

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.