

Report of: Director of City Development and Director of Public Health

Report to: Executive Board

Date: 24th April 2013

Subject: Leeds Lets Get Active

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 checked="" type="checkbox"/> Yes	<input 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. Executive Board were previously informed of work in Birmingham in providing free activities for residents at selected times and venues within the city, funded via public health and with great success.
2. Shortly after the Executive Board in September, Sport England announced a new £5m national health pilot fund "Get Healthy, Get into Sport". The fund was designed to support projects that can demonstrate health gains through sport and physical activity and, vitally, provide a robust evidence base. Leeds was one of only 16 projects (from over 280 applicants) that were asked to develop a detailed bid. A formal bid was submitted on February 8th 2013 and we received confirmation that the project had been successful in securing this funding on the 19th March 2013. The Sport England funding of £500k is being matched in cash terms by Leeds City Council (Public Health) together with considerable "in kind" support. The Leeds scheme will be known as "Leeds Lets Get Active" and will focus on providing a universal free offer.

Recommendations

Executive Board is recommended to:

- (i) Note the contents of the report and support the project.
- (ii) Grant approval to the Director of City Development to accept the Sport England grant funding award of £500,000.

(iii) Request a report at the end of the project evaluating the outcomes.

1 Purpose of this report

- 1.1 To provide further information relating to the City Councils Leeds Lets Get Active bid to Sport England's "Get into healthy, Get into Sport" health pilot programme.
- 1.2 To seek retrospective support for the Leeds Lets Get Active bid and seek approval to accept a grant offer.

2 Background information

- 2.1 The Head of Sport and Active Lifestyles has been closely engaged with Sport England nationally in the development of their current funding strategy. One of the funding strands that Sport England and Local Authorities were keen to explore further was around the contribution sport and "being active" makes to public health outcomes.
- 2.2 Services that increase physical activity have the potential to reduce all-cause mortality and improve life expectancy. Even relatively small increases in physical activity are associated with some protection against chronic diseases, improved mental health and an improved quality of life. Physical activity can also save money by significantly easing the burden of chronic disease on the health and social care services and has the potential to reduce transport costs through the promotion of active travel. *CMO's 'Start Active, Stay Active'*. For example, a brisk walk every day in your local park can reduce the risk of heart attacks by 50%, strokes by 50%, diabetes by 50%, fracture of the femur by 30%, colon cancer by 30% and alzheimers by 25% (Dr William Bird 2002).
- 2.3 Sport England launched its 'Get Healthy, Get into Sport' funding stream in September 2012. Leeds City Council and NHS Leeds/Public Health submitted a joint proposal based on an adaptation of the Birmingham Be Active model. The proposal is divided into two key strands. Firstly a core offer based on evaluating the impact of targeted free use of leisure centres (Bodyline gyms and swimming between 1 and 2 hours every day), focussing in areas of greatest health inequality. Secondly this work was to be supported by further interventions in community settings and improved health referral routes via the health sector and other customer contact points.
- 2.4 On the 19th March 2013 it was confirmed to Leeds that the bid submission has successfully secured funding through the Sport England 'Get Healthy, Get into Sport' fund. Sport England will be funding the project to a value of £500,000 and this is being matched in cash terms by Leeds City Council (Public Health) together with considerable "in kind" support. Leeds will be working closely with an academic partner to evaluate the project which will run from October 2013 to March 2015. Progress and impact will be reported via the appropriate channels within public health with the ambition of mainstreaming the funding should the outcomes be met. The Leeds scheme will be known as Leeds Lets Get Active (LLGA). This links it to the 'Leeds Lets Change' campaign.

3 Main Issues

3.1 LLGA seeks to explore methods to remove barriers that exist for the least active people in Leeds in relation to participating in sport and physical activity. It hopes to initiate a change in culture whereby inactive people take small steps to being active, feeling encouraged to take part in sport and physical activity in an environment where they feel welcome and comfortable. The ultimate aim is to help reduce the significant health inequalities that exist in the city. Furthermore by getting people doing some activity it is anticipated (through the right interventions) that they can progress into a range of sports (hence Sport England's interest). The project will test the barriers to participation (getting the inactive active) and what methods most effect behaviour change. The bid is based on 3 key strands, namely 1) a core sport / fitness activity offer in leisure centres; 2) a community multi-sport offer and 3) a behaviour change intervention within the Bodyline Access Scheme. More detail is provided below on each of these areas:

3.1.1 **Strand 1: Testing the impact of free/discounted use of Leeds City Council leisure centres for selected sport and fitness activities**, at selected times, daily, for all Leeds residents (universally targeted).

- The offer will be greatest in areas of the city where activity levels are lowest and health inequalities are highest
- 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 to include gym and swim, except at Middleton Leisure centre where a specific programme will be developed

3.1.2 **Strand 2: Testing the impact of free / discounted use of community multi-sport sessions**

- The offer will be greatest in areas of the city where activity levels are lowest and health inequalities are highest
- Activities to include Running, Walking for Health and family multi-sport activities
- The programmes will be delivered in blocks of 10 – 12 weeks. In total there will be 102 blocks of activity over the life time of the project. The delivery will mainly take place in parks.

3.1.3 **Strand 3: Testing the impact of behaviour change interventions on the uptake of the Bodyline Access Scheme**

- Extending the existing Bodyline Access Scheme (based on £5 for 3 months worth of activity that includes, swimming/Bodyline gyms/classes at off peak times including weekends), linking to NHS health check via GP's and healthy lifestyle services.

- Developing a more integrated process for health professionals into LLGA that supports people 'who could benefit from doing more activity'.
- An evidence based package of support for the new user that will aid their behaviour change

3.2 The projects' success will be judged by a range of measures including for example, helping Leeds to meet its ultimate ambition of being "the most active big city", as well as reducing health inequalities, demonstrating the value of Sport and Active Lifestyles in supporting health outcomes (all age all cause mortality, cardiac conditions, weight loss, functional health, cancer, diabetes) and creating a strong enough case for future funding support. If successful it is envisaged that the project will grow and potentially the free offer will be expanded both in quantity and in relation to the range of activities on offer.

3.3 Following on from this the main aims of the project are summarised below:

- To increase the activity levels of those who are inactive in the city, especially in areas that have the highest health inequalities in adults and young people.
- To 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 of activity per week
- Establish better links with health partners including commissioners and healthcare partners

3.4 Attached as Appendix 1 is the research framework for the project. A research partner will be contracted to work alongside the council to support with the delivery of the research methodology. This partnership will explore the value of using various research and evaluation techniques of both a qualitative and quantitative nature and will build on studies already undertaken e.g. Birmingham Be Active (BCC and Matrix) /Fit for the Future (DOH 2009 -2010). The research methodology will influence project development and, therefore, the research partner will form part of the detailed project team.

3.5 LLGA will make free and discounted sessions conditional on carrying a Leeds Active card. This is essential as it will allow data to be compiled about those customers who are new and those who are already engaged. Sport England's main aim is to provide a strong evidence base of impact. New participants on disability or income related benefits will also be promoted to and offered the additional feature of the Leeds 'Extra' card to encourage activity beyond what is freely available. In addition all new participants will be asked to complete a questionnaire at the beginning of the programme that will assess physical activity levels prior to the start of the scheme.

3.6 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 key aim of this programme is to address inequalities in sports participation, and we will be able to use profiling to identify people who are more

likely to be physically inactive and more at risk of developing medical conditions in future. A targeted approach to the marketing and communication will be vital to the success of the scheme as it will ensure the promotional campaign is directly focussed at the people the scheme aims to benefit – those who are inactive.

3.7 The project will be managed through a joint partnership with health, sport and active recreation professionals. A Project Board will be established and report both to Sport Leeds partnership and to the Health and Wellbeing Board and / or associated health boards. Funding is available to support staffing, this includes a full time project lead to oversee the scheme and a part time (.5) coordinator to manage the Bodyline Access programme and to oversee all the participant support programmes (i.e. 1-2-1 goal setting, champions scheme).

3.8 The funding award from Sport England is dependant on the following conditions:

There are 5 standard conditions that all successful Get Healthy funded projects will need to meet:

- funding will be awarded for Year 1 and then Year's 2 and 3 will be awarded in principle linked to tangible outcomes/outputs for each project
- Sport England will not release the first payment until we have written confirmation of all partnership funding
- the project will not involve any sport that is not recognised by Sport England
- no element of the award will be used to cover the redundancy costs of any at risk posts linked to the delivery of your project
- an evaluation plan must be submitted for Sport England's approval

In addition the following bespoke project conditions are attached to the Leeds Lets Get Active Project:

- Alongside Sport England's standard monitoring information included in the award offer they would look for evidence in January 2014 that their contribution will be focused on attracting new users (accepting that a proportion of this will support existing and those diverted from other sessions), that there is some evidence of Leeds success in attracting new users as well as figures on participation where available
- As part of the discussion around Year 2 Sport England will also ask for a sustainability plan with an operational budget for the following years.
- Sport England colleagues (including Facilities & Planning) will be an integral part of the project management

3.9 Now that funding has been confirmed for the project through Sport England and public health the next steps include recruitment of the project lead, engagement of a research partner, development of the free offer product in leisure centres and community and initiation of the engagement plan. The first LLGA project board is due to take place on the 23rd April 2013.

3.10 The LLGA project presents an opportunity to reinforce the value of being active with our young people, something of keen interest to the Youth Mayor. Furthermore there are opportunities for LLGA to feature as part of a more coherent sport and physical activity offer for young people, for example by connecting up work associated with the youth review as well as recent Government announcements

outlining significant investment in primary school PE and Sport. The project will also be developed alongside other key initiatives that focus on young people and adults as part of the wider Olympic legacy programme including for example, major events (e.g. Rugby league world cup/ Tour de France) , National Governing Body “Place Pilot”, sport legacy fund and community access to school sport facilities.

4. Corporate Considerations

4.1 Consultation and Engagement

4.1.1 Leeds Lets Get Active has been developed in partnership with Public Health and addresses priorities identified through the JSNA and the Sport England Active People survey. A public consultation took place from December 2012 to January 2013 to identify the key barriers to participation for inactive people and to collate views on how these could be overcome. SportLeeds (the city partnership for sport and active lifestyles) have been consulted on the development of the proposal on an ongoing basis. The sustainable economy and culture scrutiny board (9th April 2013) have also received details of the scheme as part of their wider enquiry into the role of Leisure and Culture in supporting the delivery of improved public health outcomes. There will be ongoing consultation as the project develops, including key stakeholders groups at both a city and local level as well as ward members in a effort to help reach the most inactive people.

4.2 Equality and Diversity / Cohesion and Integration

4.2.1 These proposals have been screened for issues on Equality, Diversity, Cohesion and Integration (EIA screening attached as an appendix). 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 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 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.
- 4.4.2 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.

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 is that these proposals are reasonable.
- 4.5.2 The decision is eligible for call-in.

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 The LLGA projects provides 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.

6. Recommendations

Executive Board is recommended to:

- (i) Note the contents of the report and support the project.
- (ii) Grant approval to the Director of City Development to accept the Sport England grant funding award of £500,000.
- (iii) Request a report at the end of the project evaluating the outcomes.

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.

APPENDIX 1:



