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|------------------------------------|--------------------------------|--|---------------------------------|
| Item No. 18. | Classification: Open | Date: 9 February 2016 | Meeting Name: Cabinet |
| Report title: | | Free Swim and Gym Update | |
| Ward(s) or groups affected: | | All | |
| Cabinet Member: | | Councillor Barrie Hargrove, Public Health, Parks and Leisure | |

FOREWORD - COUNCILLOR BARRIE HARGROVE, CABINET MEMBER FOR PUBLIC HEALTH, PARKS AND LEISURE

In 1927 the finest baths in Britain were opened. A 'First Class' swimming pool, 100 feet long and 39 feet wide, was built and a Second Class swimming pool primarily for teaching children to swim. [Brian Beecroft]. Built in this part of London under the guidance of Bermondsey MP Alfred Salter, he was later heard to remark by responding to complaints by his detractors about the cost of this initiative that he only wished he could make the use of the swimming and bathing facilities free for residents.

So I cannot overstate the degree of pride I feel on helping to lead on this initiative being delivered by Southwark Council to provide free access to swimming and gym facilities in our borough. This report marks a milestone. It is an update on progress to-date, what we've learnt from our Free Swim and Gym Pilot, what the users, 18s and under, 60s and over, experience has been. It is also a statement setting out that we are ready to implement the next phase of the project, expanding the free access to all our residents and employees.

The preceding report on this agenda recommends the award of our Leisure Management contract to commence on 21 June 2016. The cost to the Council of this stage of the initiative has been fully priced up and is covered within this contract. We have an outstanding portfolio of leisure facilities and we are now ready to open these up further to our residents, especially those who may have found cost a barrier to participation.

Addressing health inequalities is something that this council is very keen to do. Key work-streams within the pilot project were to use robust communications, especially through a range of social media, and to gather data about usage. The data in the report, fully demonstrates that we have been successful in attracting greater usage from BME and female users. Furthermore, the scheme has been well-used by the teenage market, which is also very encouraging as this turns on its head evidence that I have picked up regarding the experience of other London local authorities. At least two of whom have publicly stated that their free swimming scheme has been unsuccessful in sufficiently appealing to the teenage cohort.

It has also been very helpful to conduct a pilot in advance of the general offer. We have managed to get on top of some unanticipated IT teething problems and been able to respond to under-capacity due to the scheme's popularity in some areas. In terms of data provision, I am anticipating a much quicker, fuller and flexible turn around of data in July when the general scheme rolls out with the new provider. But above all, it has been very pleasing how few complaints there have been with regarding to the administration and the working of the pilot scheme.

Thanks to all our work so far, I am confident we are in a very strong position to make this initiative an outstanding success, which we can build on going forward.

RECOMMENDATIONS

1. That cabinet notes the findings of the pilot scheme for young people and over 60s and the plan to continue the pilot schemes until July 2016.
2. That cabinet approve proposals for implementation of the general free swim and gym offer from July 2016.
 - **Free access to gym and swimming for all residents** – all day Friday; afternoons on Saturday and Sunday until close
 - **A selection of targeted offers:**
 - Free access to all centres for disabled people; all of the time.
 - Free swim and gym throughout the week for health referrals to key healthy lifestyle schemes.
3. Building on the council's *Workforce Strategy* the *Employee Health and Wellbeing Strategy* was adopted in 2014 and the council signed the *Healthy Workplace Charter* in 2015. To reflect this commitment the recommendation is that the cabinet approve the additional proposal of:
 - **Free access to gym and swimming for Southwark Council staff** – all day Friday; afternoons on Saturday and Sunday until close.

BACKGROUND INFORMATION

4. The council recognises the importance of improving access to physical activity opportunities as part of the fairer future promises (promise number 2).

'We will make it easier to be healthier with free swimming and gyms for all residents and doubling the number of NHS health checks.'
5. In January 2015 the cabinet agreed the proposals for the pilot offer for free swim and gym instructing officers to further develop the offer and to report back in December 2015.
6. The Free Swim and Gym (FSG) offer has been included in the specification for the new Leisure Management Contract which will commence in June 2016. As the two projects are interlinked this report is presented in February 2016 alongside the outcome of the Leisure Management Contract (LMC).
7. The purpose of this report is to provide an update on progress with the pilot offer and set out proposals for the scheme beyond February 2016.

KEY ISSUES FOR CONSIDERATION

Pilot offer launch

8. The application process for the Southwark Free Swim and Gym scheme was launched on Saturday 21 March 2015 to Southwark residents aged 18 and under or over 60. This was to manage the demand for the scheme and to learn lessons

from a phased implementation.

9. Those eligible for the scheme could register in three ways:
 - Online through a special webpage hosted by Fusion Lifestyle
 - By downloading an application form from the Fusion Lifestyle website, printing and taking into any Southwark Leisure Centre
 - Filling in a paper application form at any Southwark Leisure Centre.
10. Residents without personal internet access or who required support with completing an application for a variety of reasons could visit any Southwark library, all of which offer free internet access.
11. As part of the registration residents were surveyed on their current activity levels including when they had last used a Southwark Leisure Centre, perceived barriers to doing more physical activity, reasons for joining the scheme, how they heard about the scheme, and for adults only - a question on smoking cessation.
12. This data is being used to interpret the success of the project at initiation and to provide a benchmark for when the survey was re-conducted in December 2015.
13. A series of marketing materials were created both in print format and through online methods including Facebook, e-newsletter and on the council and Fusion Lifestyle websites.
14. The marketing material took inspiration from national partners such as StreetGames and Sport England and through emulating the successful “This Girl Can” television campaign and the use of appropriate imagery such as local people exercising at Southwark Leisure Centres.
15. Posters and fliers promoting the over 60s element of the scheme were distributed to 31 public buildings and organisations in Southwark including libraries, leisure centres, day centres, One-Stop shops and community care organisations.
16. The scheme was launched on Saturday 23 May meaning residents could use the facilities at the following times:
 - **18s and under free swim** - all day Friday; afternoons from 2pm and 6pm on Saturday and Sunday
 - **16 to 18 years free gym** - all day Friday; afternoons from 2pm until 6pm on Saturday and Sunday
 - **14 to 16 years free youth gym sessions** – at selected times on Friday evenings Saturday and Sunday afternoons
 - **Free ‘Silver Sessions’** – access to over 60s sessions all week.
17. The targeted approach of the scheme towards specific age groups was aimed at reaching those most in need within the appropriate time slots and days of the week that had the capacity to absorb additional participation.
18. A second phase marketing campaign was launched which consisted of the following platforms:
 - Adverts in Southwark News
 - Reprint of leaflets for distribution in GP surgeries and further community venues
 - Roller banners in leisure centres and libraries

- Production and printing of posters featuring younger people for distribution in youth clubs, secondary schools, children’s centres, primary schools and nurseries
 - Back page advert in Southwark Life
 - Continued push on council website and social media.
19. The Southwark Council webpage for the FSG campaign from March to October received 8,565 unique visitors. It is one the top 5 pages outside of those that people are using to either make transactions or look for information on major services.
20. Following the launch of the scheme there was a consistent increase in registrations for the proceeding four weeks, from 182 registrations a week in the registration-only phase to about 270 a week post launch. This uplift is displayed in the graph in Appendix 1. The purpose of early registration was to help deliver a smooth start to the scheme.
21. The breakdown of the registrations on gender are:

| <i>Registrations</i> | 18s and under | Over 60 | Total | FSG Scheme | Southwark |
|----------------------|---------------|---------|--------------|------------|-----------|
| Female | 2,938 | 1,020 | 3,958 | 53.3% | 50.4% |
| Male | 2,794 | 668 | 3,462 | 46.7% | 49.6% |

22. The breakdown of the registrations on BME are:

| <i>Registrations</i> | 18s and under FSG | 18s and under Southwark | Over 60 FSG | Over 60 Southwark |
|----------------------|-------------------|-------------------------|-------------|-------------------|
| White | 27% | 36% | 59% | 73% |
| BME | 73% | 64% | 41% | 27% |

23. Total attendances in the scheme from pilot launch in May to November were 14,191 this includes 5,113 for 18s and under and 9,078 for over 60s.
24. Of those registered 39% have attended at least one session, with the average attendance being just under 5 visits (Appendix 2).
25. For 18s and under since the scheme was launched 34% of registered residents have attended at least once, with the average attendance of 2.6 visits. The 14–18 year old age group having the highest attendance within this group with 44% from 1,372 registrations.
26. For the over 60s since the scheme was launched 56% of the 1,409 registered residents have attended at least once, with the average attendance at 9.9 visits.
27. The breakdown of the attendances on gender are:

| <i>Attendance</i> | 18s and under | Over 60 | FSG Scheme | Southwark |
|-------------------|---------------|---------|------------|-----------|
| Female | 35% | 74% | 61% | 50.4% |
| Male | 65% | 26% | 39% | 49.6% |

28. The breakdown of attendances on BME are:

| <i>Attendances</i> | 18s and under FSG | 18s and under Southwark | Over 60 FSG | Over 60 Southwark |
|--------------------|-------------------|-------------------------|-------------|-------------------|
| White | 25% | 36% | 33% | 73% |
| BME | 75% | 64% | 67% | 27% |

Lessons learnt from the pilot scheme

29. Marketing and communication:

- Using local people in our centres on our marketing material was received positively and should be continued throughout the scheme at all phases
- Using a range of marketing platforms meant that the scheme reached a wide audience. Word-of-mouth was stated at the most effective mechanism so this will be developed in the next phases
- Targeting teens is more effective using a range of wider social media networks and platform, (e.g. Snapchat)
- Teens were far less responsive on Facebook than other social media platforms
- Teens responded well to digital display, with a Click-through-rate (CTR) of 0.14% (vs national averages of 0.09%), as did parents (0.16%)
- Digital display and social media were significant registration drivers:
 - Social media generated 1,255 total clicks
 - Parents had highest CTR
 - Over 60s had a small but responsive Facebook audience.

30. Activity survey:

- In Southwark female participation in physical activity and sport is nearly half that of males (26%/46%). The FSG scheme is therefore showing a stronger registration ratio by women and girls compared with males (53.3%/47.7% for registrations and 61%/39% for attendances).
- Over 20% of parents of 5-15 year olds reported that their child does not meet the Department of Health’s recommendation on physical activity (at least one hour a day). From the same cohort over 38% said that they thought their child wasn’t active enough. This feedback indicates that the scheme is appropriately positioned to meet these additional requirements. It will further address this by ensuring that the offer presents tailored age-specific activities and information.
- The detailed survey of registered participants has shown that common barriers to sport are:
 - Cost (which the scheme addresses)
 - Not knowing what is available (leading to further marketing about available activities being developed)
 - Feeling self conscious/ not sporty (indicating our chosen look and feel should be continued).
- Whilst cost was the main barrier to residents being more physically active, lack of information and time were also factors stated. The scheme will expand information sharing capability to disabled people by running information sessions at The Castle Centre and a range of accessible marketing materials to cover the wide spectrum of disabilities.

- The survey also showed the most effective communication channels were:
 - Southwark Life
 - Council website
 - Word-of-mouth.
31. The six month follow-up survey (December 2015 – January 2016):
- From 264 responses 91% had either increased or maintained their physical activity levels since joining the scheme.
 - The most frequent response to the barriers faced in being more active was lack of time, with 60% of all responses stating this reason.
 - The most recurrent suggestion provided for improvements to the scheme were concerned with extending the offer beyond only 18s and under and over 60s, and increasing the hours of the scheme.
 - The aforementioned responses and suggestions will be addressed in the new Leisure Management Contract by the general offer scheme being extended to all Southwark residents, the expansion of leisure centre opening times on Sunday evenings and free access to swim and gym at all leisure centres for disabled Southwark residents all week.
32. Registration and attendance data:
- Interest in the scheme is high - the ratio of conversion from registering to attendance is different for different age groups. The scheme will communicate directly with the different groups to encourage attendance and attainment to the scheme.
 - Registrations by BME communities are more than representative of the Southwark population demographic.
 - Positive uptake by target sub-groups such as women and girls and BME communities was gained through specific research and expert consultation - this methodology will be continued through the remaining pilot phases and into the general offer.
 - The scheme has been attractive to the teenage market with positive registration and attendance data, an extremely hard to engage cohort in physical activity and sport development
 - Older adults (60+) have positively adopted and engaged in the scheme with a high attendance to registration ratio.
33. Scheme delivery:
- Several of the Silver Classes at Dulwich Leisure Centre were meeting and exceeding capacity - two additional weekly sessions were added to the programme to alleviate the high demand.
 - Minor issues with the online registration process were identified early during the pilot registration period of the FSG scheme and subsequently resolved with no adverse effects.

Consultation

34. Officers held a Free Swim and Gym Youth and Young People Insight session on 13 October 2015 with colleagues London Sport and StreetGames to test and check the marketing and communications and the attendance and registration data to date. The results were:
- The marketing was positively viewed and showed a solid understanding of the local target audience.

- Registration and attendance numbers for children and young people were considered positive when compared against similar national programmes.
 - A number of additional scheme enhancements were put forward and agreed in terms of a reward and incentive scheme for 0-7 year olds, targeted marketing and promotional activities including localised campaigns reflective of the demographic footprint of individual leisure centres and a consultation with the Amateur Swimming Association on their behaviour change research and consumer segmentation guidance.
35. The PRO-ACTIVE Southwark Disability Working group have been actively engaged in the development the disability pilot offer at The Castle Centre through consultation at their quarterly meetings and direct dialog with nominated representatives. Valuable, expert feedback was provided on the evidential documentation of disability needed and available for presentation to prove eligibility for the scheme, the specific methods and considerations for the marketing and communications channels and advice on overcoming the complexities of the terminology used within different disabled communities.

MySouthwark

36. The Free Swim and Gym project management team have been liaising with the My Southwark team to link the MySouthwark resource to the Fusion Lifestyle registration process. This allows the free swim and gym scheme to be incorporated within the *One Touch Online* scheme, launching in 2016 (One Touch Online is an updated registration process, aimed at new residents, and promoting multiple services often associated with moving to a new home).
37. The scheme is proposed to be used as part of the early implementation of the new corporate bulk email product called GovDelivery in early 2016. This will provide the opportunity to promote the free swim and gym scheme directly to 117,000 MySouthwark account holders.

Targeted offers January 2016 onwards

38. As detailed in the Cabinet Report in January 2015 the pilot scheme would be extended to include.
- Free access to The Castle for disabled people (on opening)
 - Free gym and swim for referrals to key healthy lifestyle schemes (April 2016).
39. The phased launch of the pilot scheme offers was to manage the demand for the scheme and to learn lessons from a segmented implementation.

Free access to The Castle Centre for disabled people (on opening)

40. Eligible residents will be able to access the public swimming sessions and gym all day Friday and on afternoons from 2pm until close on Saturday and Sunday.
41. Free access for disabled people was included in the second phase of the pilot as The Castle Centre offered the greatest opportunity to disabled people in terms of ease of transportation and range accessible facilities and equipment.
42. In consultation with the PRO-ACTIVE Southwark Disability Working Group a number of key objectives for this element of the scheme have been created to minimise barriers to entry for disabled people, these are:

- To provide clear and widely accepted guidance on eligibility through a broad range of eligibility proof which is available to a wide range of disabled people and is easily understood by centre staff checking the evidence.
 - Create a clear and adapted marketing campaign.
43. The marketing materials for the disability element feature images of disabled residents exercising in Southwark Leisure Centres.
44. Lessons learnt from the implementation of the scheme at The Castle Centre would be used for the roll out of the scheme over the remaining leisure centre portfolio as part of the general offer in July 2016.

Free gym and swim for referrals to key healthy lifestyle schemes

45. Several exercise programmes have been shown to be effective in supporting inactive people with health risks or poorer health (e.g. very overweight or existing health conditions) to be active. Three of these are currently delivered by the council:
- Exercise on Referral and Cardiac Rehabilitation Scheme including Kickstart (12 weeks)
 - NHS Health Checks Programme (12 weeks)
 - Healthy Weight Programme (9 weeks).
46. These health programmes will be delivered as part of the scheme from April 2016 leading up to the introduction of the general offer in July 2016 allowing them to dovetail seamlessly into the roll out of the general offer.
47. The Healthy Weight Programme is for 8 – 12 year olds who would be eligible for Free Swim and Gym under the existing 18s and under criteria.

Free swim and gym scheme in the new Leisure Management Contract

48. The current agreement with Fusion Lifestyle, the council's current leisure provider, is due to expire on 20 June 2016. The general scheme has been included in the specification for the new contract which will commence on 21 June 2016.
49. It has been specified in the new Leisure Management Contract that the contractor will operate the Free Swim and Gym Scheme for all residents of the borough at the following times in accordance with the terms and conditions of the Services Specification:
- Free access to gym and swimming for all Southwark residents and Southwark Council staff – all day Friday and afternoons from 2.00 p.m. every Saturday and Sunday until the Facilities close.
 - Free Silver Sessions – access to the 60+ sessions for Southwark residents at all times
 - Free access to swim and gym at all Facilities for disabled Southwark residents all week.
 - Free Swim and Gym throughout the week for those Southwark residents on the GP physical activity referral scheme including Kickstart and the NHS Health Checks Programme
 - Free swimming sessions for the Health Weight Programme.

50. The new contract also has a mechanism by which an extension to the scheme could be calculated. Any expansion on the existing wider offer would result in additional costs to the council. The contract includes change control mechanisms to expand the scheme at a future date should the council wish to.
51. Subject to approval by the cabinet the new leisure management contract will mobilise from March 2016 onwards and begin in June 2016.
52. The general offer will be introduced in the latter part of July 2016. This will allow the leisure contractor sufficient time to mobilise the general offer after the start of the new contract. This will also correspond with the commencement of the summer school holidays thus allowing sufficient opportunity for promotional marketing and communication.
53. The delivery of the general scheme is included within the contract sum being paid to the council under the new contract.

Financial implications

54. A revenue budget of £200k was allocated to cover costs of Free Swim and Gym in 2015/16. Spend to date is £8k and predicted forecast is £100k.
55. There is a revenue budget of £819k available in 2016/17 to cover the costs of the existing leisure contract management fee and the cost of Free Swim and Gym until 20 June 2016. After that date, the cost of the new Leisure Management Contract including the cost of Free Swim and Gym will also be met by this budget.
56. The Free Swim and Gym activities have been piloted with targeted groups since May 2015, with an all residents general offer being introduced from July 2016, with the start of new Leisure Management Contract. The costs of the new contract including the effect of the Free Swim and Gym offer are going to be covered in the Leisure Management Contract GW2 report.

Community impact statement

57. The provision set out in this report shows increasing levels of access and opportunities and long term health benefits from our leisure provision. As such there are only positive impacts on the community, and the levels of participation are in line with expectations.
58. The consultation was extensive and the offer tailored as a result of the feedback, with specific and under represented groups being targeted.
59. As set out in this report, the service meets the requirements of the Equalities Act and the Public Sector Equality Duty and there are no apparent detrimental impacts to any protected groups or characteristics.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Head of Customer Experience

60. This report provides cabinet an update on the free swim and gym initiative which seeks to improve the health of all residents of the borough. It is proposed that access to free swim and gym membership will be promoted through the council's personalised customer account, known as My Southwark. My Southwark has over 120,000 account holders and this is a welcome additional service accessible via the account. It is hoped that this will assist with take up of the scheme and ease of application for residents.

Director of Law and Democracy

61. Advice has previously been given on the report to cabinet in January 2015, which approved the implementation of the pilot offer and outline proposals for the general free swim and gym from July 2016. This report notes the findings of the pilot scheme, and requests approval to the implementation of the general offer including that for council staff.
62. Pursuant to Part B of the council Constitution, the cabinet is responsible for formulating the council's overall policy objectives and priorities. Accordingly the recommendation to implement the general free swim and gym offer and the additional proposal for council staff is reserved to cabinet.
63. Officers were recommended (in the January 2015 report) to ensure that consultation on the scheme was updated on a regular basis for the purpose of monitoring the effectiveness of the pilot scheme and to assist future decision making in this area. Paragraphs 34 and 35 confirm the additional consultation undertaken which should be considered by cabinet when approving these recommendations.
64. The cabinet's attention is drawn to the Public Sector Equality duty (PSED) under the Equality Act 2010, and when making decisions to have regard to the need to eliminate discrimination, harassment, victimisation or other prohibited conduct, and to advance equality of opportunity and foster good relations between persons who share a relevant protected characteristic and those who do not share it. Details of the equality analysis previously undertaken were noted in the January 2015 report, and the cabinet is now referred to the community impact statement at paragraphs 57-59 setting out the consideration that has been given to equalities issues which should be considered when approving these recommendations.

Strategic Director of Finance and Governance

65. The Strategic Director of Finance and Governance notes the recommendations in this report, including the extension of the scheme to all residents and staff, along with a selection of targeted offers.
66. The financial implications note that there is a revenue budget of £819k in 2016/17 to cover the costs of the leisure management contract.

Director of Public Health

67. The Director of Public Health welcomes the findings from the pilot offer for young people and over 60s and the positive uptake by young people, women and BME communities. Further work is encouraged to better understand people who were previously inactive or less active and to work towards supporting them to remain and sustain their physical activity levels as recommended by the Department of Health.
68. The Director of Public Health welcomes the offer for council staff. Staff who are inactive or less active will be less likely to take up the offer and the Director of Public Health proposes that as part of this offer some targeted marketing and support as part of the Healthy Workplace initiative takes place.
69. The Director of Public Health welcomes the offer for adults and the targeted offer for people with disabilities and for key health referrals. Research and evidence suggest that people who are less likely to be active include people with poorer health, for example who are overweight or with long term chronic health conditions. Although they will benefit most from physical activity, they will also require targeted support or brief interventions by health professionals. The package offered for example by Health Checks and Exercise on Referral will provide this additional support.

BACKGROUND DOCUMENTS

| Background Papers | Held At | Contact |
|-------------------|---------|---------|
| None | | |

APPENDICES

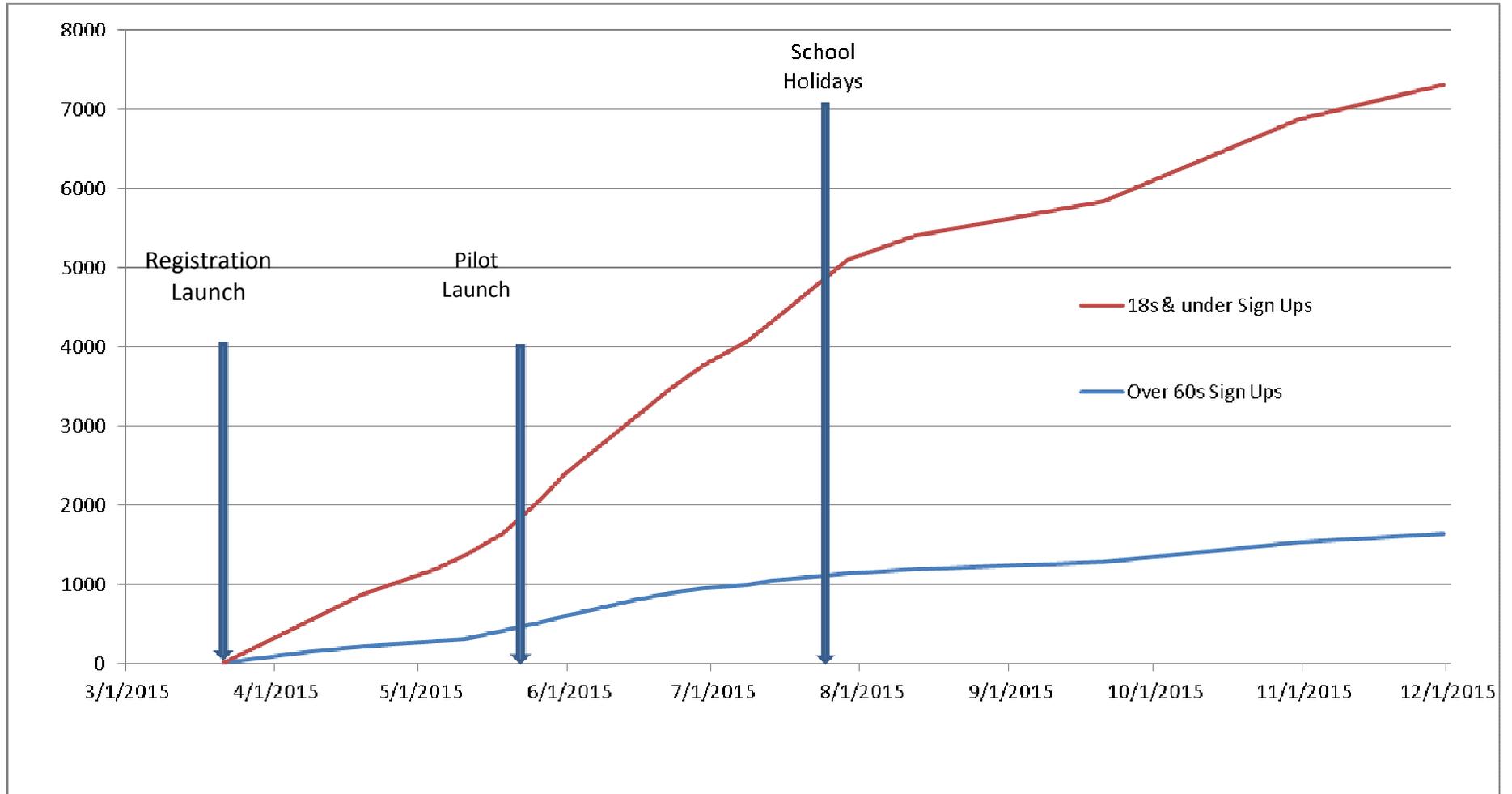
| No. | Title |
|------------|---|
| Appendix 1 | Free Swim & Gym Registrations 21 March – 30 November 2015 |
| Appendix 2 | Free Swim and Gym – Registration to attendance ratio analysis |

AUDIT TRAIL

| | | |
|---|---|--------------------------|
| Cabinet Member | Councillor Barrie Hargove, Public Health, Parks and Leisure | |
| Lead Officer | Deborah Collins, Strategic Director Environment and Leisure | |
| Report Author | Rebecca Towers, Head of Parks and Leisure | |
| Version | Final | |
| Dated | 28 February 2016 | |
| Key Decision? | No | |
| CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER | | |
| Officer Title | Comments Sought | Comments Included |
| Director of Law and Democracy | Yes | Yes |
| Strategic Director of Finance and Governance | Yes | Yes |
| Head of Customer Experience | Yes | Yes |
| Director of Public Health | Yes | Yes |
| Cabinet Member | Yes | Yes |
| Date final report sent to Constitutional Team | | 28 January 2016 |

APPENDIX 1

Free Swim & Gym Registrations 21 March – 30 November 2015



APPENDIX 2

Free Swim and Gym – Registration to attendance ratio analysis

| Free Swim & Gym Registration to Attendance Analysis - October | | | | | | |
|--|----------------------|--|----------------------------|--------------|-------------------------------|---|
| | No. Of Registrations | No. of Registrations who have attended | % who have attended Scheme | Attendances | Average attendees attendances | Median Average of Attendees attendances |
| 18s and Under | 5094 | 1726 | 33.88% | 4527 | 2.6 | 2 |
| 60+ | 1409 | 790 | 56.07% | 7850 | 9.9 | 5 |
| Total | 6503 | 2516 | 38.69% | 12377 | 4.9 | 3 |

| Free Swim & Gym 18s and Under Review - October | | | | | |
|---|----------------------------|----------------------------------|-----------------------------|------------|----------------|
| Age Range | Total No. Of Registrations | No. registered who have attended | No. registered who have not | % attended | % not attended |
| 0-7 Years Old | 1126 | 204 | 922 | 18% | 82% |
| 8- 13 Years Old | 1376 | 442 | 934 | 32% | 68% |
| 14-15 Years Old | 1039 | 447 | 592 | 43% | 57% |
| 16-18 Years Old | 1333 | 593 | 740 | 44% | 56% |
| TOTAL | 4874 | 1686 | 3188 | 35% | 65% |