

Partnership for Healthy Cities

Implementation Plan and Budget

The Partnership for Healthy Cities supports cities in the planning and implementation of a policy intervention to strengthen noncommunicable disease (NCD) and injury prevention. To support this effort, new cities will receive a grant of up to \$100,000 USD and continuing cities will receive a renewal grant of \$50,000 USD, conditional on receiving a signed letter of interest from the mayor/chief executive of the city, and on Vital Strategies' approval of this work plan and budget.

CITY	
City name	Birmingham
Vital Strategies technical assistance lead name	Charity Hung
Vital Strategies Senior Manager name	Valencia Lyle
CITY TECHNICAL LEAD	
First name	Dr. Justin
Family name	Varney
Department/Agency	Birmingham City Council
Address	10 Woodcock Street, Birmingham, B7 4BL, UK
Email address	Justin.varney@birmingham.gov.uk
Phone number	+44 789 278 630
CITY COMMUNICATIONS LEAD	
First name	Sarah
Family name	Kirby
Department/Agency	Birmingham City Council
Address	Council House, Victoria Square, Birmingham, UK
Email address	Sarah.kirby@birmingham.gov.uk
Phone number	+44 121 303 3885

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POLICY INTERVENTION SELECTION

Final intervention selection (*select one*)

1. Tobacco control: Create a smoke-free city
2. Tobacco control: Ban tobacco advertising
3. Tobacco control: Raise tobacco taxes or levies/fees
4. Food policy: Tax sugary drinks
5. Food policy: Set nutrition standards for foods served and sold in in public institutions
6. Food policy: Regulate food and drink marketing
7. Food policy: Create healthier restaurant environments
8. Road safety: Reduce speeding
9. Road safety: Increase motorcycle helmet use
10. Road safety: Reduce drink driving
11. Road safety: Increase seat-belt use
- 12. Safe and active mobility: Promote active mobility**
13. Overdose prevention: Prevent opioid-associated overdose deaths
14. Surveillance: Enhance public health data and monitoring systems

PROJECT OBJECTIVE AND SUMMARY

Please define your city's specific policy intervention objective:

Safe and active mobility: Promote active mobility

The City of Birmingham aspires to achieve a population level shift in social norms around biking, walking and promoting active mobility as the overarching goal of this intervention. As recent data suggests, Birmingham has relatively high rates of inactivity compared to other cities in England; 26.4% of adults identified as physically inactive in 2018. The city will pilot a targeted communications campaign to effectively encourage a shift in knowledge, attitudes, and behaviors regarding active mobility among the diverse populations residing in Birmingham.¹

Birmingham is a truly globally diverse city, over 10% of the population hold a non-British passport with 187 different countries represented across the city. Over a third of our wards now have white ethnic minority populations, 46.7% of the population in the 2011 Census identified as non-white British and in 4 of the 69 wards the white population is less than 10% with the largest non-white ethnic groups being Asian (26.6%) and Afro-Caribbean (8.9%).

The general activities that the city plans to implement include: piloting a communications campaign in targeted parts of the city conducting market research, and subsequently using results from research and best practices from the pilot campaign to scale up the communication campaign throughout the city. This will ensure that the most effective active mobility promotion messages identified reach the diverse populations in Birmingham.

Our focus is to develop universal marketing messages that can be utilized across our digital and community platforms through the prism of our Asian and Afro-Caribbean communities, recognizing that we have to

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ensure that campaigns engage them as under-represented groups but at the same time reach a wider universal audience because of the vector of delivery. While these universal marketing messages will be written in English, they will be comprehensible to people with varying levels of English language proficiency and educational attainment.

Birmingham will conduct a social marketing campaign to promote utility cycling and walking focused on two specific interventions ,segregated cycling routes and community led walking groups, with the ambition to increase utilization and participation respectively in black and minority ethnic communities (BAME). The campaign will be implemented alongside a series of major transport projects and policies over 2020 that will encourage a modal shift in knowledge and attitudes and ultimately behavior. A focus on the improved infrastructure, specifically the new segregated bicycle lanes and the development of community led walking initiatives which have been implemented, whilst accessible to everyone in the city, these interventions have not been utilized by all communities equally. By overarching other interventions, the campaign will be consistent with the evidence base about how social marketing and behavioral change approaches can have the biggest impact. The project planning team has developed this implementation plan through identifying disparate short and long-term intervention outcomes: the short-term outcomes of the study are to increase knowledge and change attitudes around active mobility among under-represented groups in Birmingham with the long-term outcome focusing on a total population level shift in social norms and behaviors regarding active mobility.

Briefly describe key activities that will be implemented to meet this objective by December 2020.

Birmingham is a globally diverse city, represented by citizens from over 187 countries, in many wards and districts of the city, “White, British” is a minority, the black and minority ethnic population of the city has risen by over 12 percentage points between 2001 and 2011.

We recognize from other areas of public health intervention that this global diversity can create barriers to health campaign messaging, for example in our mental health work we have discovered that the terms ‘wellbeing’ and ‘mental wellness’ have more negative connotations in some cultures such as with our Polish and Eastern European communities.

Therefore, through this work we are looking to develop more culturally inclusive communication campaigns on modal shift that are engaging and accessible to our BAME communities and are delivered through free and very low-cost, universal population level mediums such as public billboards, digital displays and public sector facility display spaces. The City recently launched a partnership with family physicians and dentists in the city to provide free advertising content for them for their screens. The City has commitments from one of the largest family physician partnerships in the City to support the use of family physician waiting room display screens as an additional communication vector for this active mobility campaign, We hope that by using this approach we will also work through how to better engage people who are less proficient in the English language and at the same time increase accessibility of the campaign to people with lower educational attainment.

In order to implement the campaign successfully by December 2020 there will be a series of activities, which include

- Commissioned market research to understand key messages that reach the diverse

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population of the City, specifically the Asian and Afro-Caribbean communities and those whose first language is not English. This will build on our existing experience of commissioning targeted focus groups through community organizations who are embedded in local communities (Seldom Heard Voices) and will include specific exploration of how these communities feel about the two targeted interventions alongside wider issues of modal shift in the City.

- Work with a marketing and communications provider to utilize this insight to develop campaign materials to pilot and test in Birmingham to inspire modal shift and better utilization of the interventions that support modal shift, especially for everyday journeys.
- Following a successful pilot, the City plans to scale up the communication campaign to reach the rest of the City. Additionally, the methodology of using publicly owned advertising space in this way is a novel approach to public health communication campaigning in Birmingham and has the potential to be shared and scaled by neighboring areas if successful and we are in the process of securing another inter-area partnership in BAME communities and other areas where there is high interest in scaling up.
- Alongside this campaign development work the two targeted interventions are in place and so the campaign will be aiming to increase utilization and participation to match the demographic of the City.
- Development of campaign materials that can be used by a wider group of professionals to expand the campaign's reach. The development of campaign materials will focus primarily on resources that can be delivered at scale through public sector owned or facilitated space, this includes billboards, digital media (digital signage/billboards, including those that are in commercial, retail and public sector settings, and on taxis/cabs, family physician and dental waiting room display spaces, etc.
- Evaluation report and a dissemination event so that the learning will have a long term and sustainable impact on how we communicate to citizens to encourage modal shift and cycling and walking in the City. As this is not a research study we will not be applying for formal ethical approval, however we have a standardized approach to consent and information governance from other work which will be applied to this project.

OPERATING CONTEXT

Please briefly describe the following:

- The economic, social, political context that may impact project implementation and effectiveness;
- Any external and internal opportunities and challenges in the operating context of the project;
- A brief description of the process/steps to monitor and evaluate the objective and activities.

The economic, social, political context that may impact project implementation and effectiveness:

Birmingham is a large city with over 1,100,000 citizens living within the boundaries of the local authority, and at the heart of a larger West Midlands urban conurbation. The population of Birmingham is younger than most other cities in England, 46% of citizens are under the age of 30. There is significant ethnic and cultural

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diversity, 42% of the population is from black and minority ethnic communities (BAME) and a similar percentage of school children do not speak English as a first language. It is superdiverse, with over 187 countries represented by the population.

The West Midlands has a Strategic Economic Plan to drive growth in the region. Economically there are over 43,000 businesses in Birmingham. The city centre is a key economic asset for the region and hosts 21,000 companies alone, which employ around 220,000 people. Birmingham is the country's leading centre for financial services outside of London and has recently attracted HSBC to relocate its headquarters to the City. Several major train stations and a developing tram network support the concentration of jobs, but the City council has been proactive in developing and implementing initiatives to shift commuters out of cars and into other forms of travel such as cycling and walking.

Despite the economic growth and concentration of Business in the city centre, Birmingham is also an unequal city. Over 56% of residents live in the most deprived 20% of areas in England. Poor health is both a reason and consequence of this inequality. There is almost a 10-year gap in male life expectancy between the most and least affluent areas in the City and over 6 years for female life expectancy. Historic annual increases in life expectancy in Birmingham have stagnated over the last 10 years. When looking at years of life lived in good health the picture is worse and in the more deprived areas, healthy life expectancies are lower than 50 years of age. The top three disease conditions driving the inequalities in life expectancy between the richest and poorest citizens are cardiovascular disease, cancer and respiratory disease.

Physical inactivity is one of the significant causes of ill health in Birmingham. Just over one quarter of adults are inactive and do less than 30 minutes of physical activity a week. Citizens in this group are likely to be doing less than 10 minutes of walking or cycling per month. Regional and national data suggests that people who live in more deprived areas are less likely to be physically active, similarly ethnic minority populations are less likely to be active than white population and in Birmingham many of the deprived areas are where the majority of BAME communities live.

This picture of diversity and inequalities is important context when looking at how to implement the project so that it has the biggest impact, by targeting it at those most likely to benefit and ensuring it addresses cultural and financial barriers.

There is a planned period of political stability that supports the implementation, with the Council under overall control by a single political party and no local elections until 2022. Birmingham does not have its own elected city mayor; the leader of the local authority is the closest equivalent for the purposes of this project. The City will host the 2022 Commonwealth Games which provides a significant opportunity to accelerate action on physical activity across the city and promote active travel at scale.

External and internal opportunities and challenges in the operating context of the project

There are major and significant transport projects in Birmingham that are coming to fruition over the next three years. This creates a unique opportunity for an overarching social marketing campaign that promote utility cycling and walking and supports uptake of these opportunities by citizens. The major transport schemes will remove barriers to active travel and create the right conditions for a campaign to have an impact and their activation will be supported through this campaign. These interventions include:

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- A new Walking & Cycling Strategy and Local Infrastructure Plan setting out a ten-year plan to ensure that active travel becomes the natural and popular choice for short journeys, increasing opportunities for walking and cycling in Birmingham for transport, leisure and health. This initiative focused on two specific elements of this plan: segregated cycleways and community led walking projects.
- Implementing a Clean Air Zone that covers a large area including the city centre in 2020. Vehicles not meeting emissions standards will be charged to enter. The modelling produced for the business case and consultation on the scheme showed that the introduction of the Clean Air Zone would encourage citizens to change their commuting habits.
- New segregated cycling infrastructure along a major arterial route north of the city, and the south west. Connecting the city centre to one of the largest universities in the region and a site with an agglomeration of major health care and health sciences facilities. In recent years, many of the city's canal towpaths have been resurfaced to create cycling routes away from roads. We currently collect data on the basis of clicker data; we are exploring more granular data on ethnic profiling of users as part of this initiative.
- A regional Bikeshare scheme started a roll out in 2019, expanding to Birmingham city centre. The programme will include over 3,000 bikes and will be integrated with the region's Swift travel card that is used for local buses, trams and trains to facilitate easy access to the bikes.
- The Big Birmingham Bikes initiative has given out 7,000 free bikes to local residents, prioritising people living in areas of Birmingham where income, employment and health are poorer. This is now being enhanced by the introduction of a Bike Bank loan scheme for Birmingham's children. This provision includes demographic and GPS data which will help support analysis of utilization of segregated cycleways by ethnic minorities as a measure of success.
- As part of the strategy there is a staggered expansion of community led walking groups in the city led through a contract with The Active Wellbeing Society. There are also a range of other community walking groups in the City supported by the community and voluntary sector. To date, participation has been reported as less ethnically diverse than the population demographic of the City. We are working with providers to define metrics around participation to set a baseline against which to measure success of the campaign.
- Birmingham is the host city for the 2022 Commonwealth Games. A large number of local, regional and Government stakeholders in the City have been involved in planning the games, and the work includes a physical activity and wellbeing legacy work stream. This creates an opportunity to link the PHC campaign with the legacy and planning, as well as projects that are implemented in advance of the games.

A brief description of the process/steps to monitor and evaluate the objective and activities

The goal of the intervention is to reduce physical inactivity in Birmingham and increase the level of insight into the barriers and opportunities for active travel by minority groups in the City. Measurable outcomes include the attitudes and motivations of Birmingham residents towards walking and cycling. There are over 7,000 free bikes fitted with GPS that have been made available to Birmingham residents via Big Birmingham Bikes, we hope to be able to use this data to complement our monitoring and evaluation. Measuring the recall of campaign branding and messages is a way of understanding the reach that the campaign has had and potential impact on the precursors to behavior change. A proportion of the budget will be spent on evaluation of the campaign.

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There are already evaluations around many of the specific initiatives across the City. As many of these have been running for several years, they provide baseline measures that can be used to assess changes, this will include focus groups delivered by expert community providers. There is a large survey called Bikelife carried out in the region that gives an opportunity to track changes in cycling behaviours and attitudes in some depth, but we lack similar data for walking in the City. We are commissioning a “Seldom Heard Voices” study for Physical Activity, this is similar to our successful Seldom Heard Voices study into food. The response to the tender was significant, especially from community organizations representing our globally diverse population, this has seen over 25 community organizations being commissioned to deliver over 47 focus groups to capture qualitative data, information and insight. Replicating this for Physical Activity will give us information on attitudes towards walking and cycling and provide the insight that will drive the campaign development.

Other examples are school surveys carried out as part of the city wide Modeshift STARS programme, and an attitudes tracker specific to existing the clean air zone. Opportunities to build evaluation questions into these will be explored and utilized. Similarly, many of the City’s employers take part in the Thrive at Work programme and this could give further opportunities to enhance the evaluation.

As well as self-reported behaviours, there are several ways to measure cycling use established within the City. To give a measure modal shift, there are beam cycle counters on the network at various points, and these will be used to understand the overall changes in utility cycling on specific routes. The Big Birmingham Bikes are connected to a monitoring app to understand how they are being used, such as the frequency of travel. Discussions will also take place about how Bikeshare data could be used within the evaluation, the aggregation of all of this data, combined with the insight from the Seldom Heard Voices study will feed into the quantitative data to give better insight into bike use in Birmingham.

WORK PLAN (See the attached Excel Sheet – double click to open)



Workbook 2019 12
12 PHC Implementat

TECHNICAL ASSISTANCE AND ENGAGEMENT

Vital Strategies will provide in-kind technical assistance, as needed, to ensure that a city’s objective, implementation plan, and approaches are evidence-based and aligned with best practice.

Please identify needs for technical assistance and specify the preferred ongoing process of communication and engagement (i.e. schedule of calls, emails, in-person visits, group meetings, etc.).

Broadly, the input from Vital Strategies could provide technical support and apply learning from other cities’ to Birmingham. This includes understanding best practice and the context in other cities, as well as benchmarking the project against other similar cities. We are particularly keen to learn about other cities use of market research insight to understand the social narrative around active travel in different communities and how this has influenced campaign development and impact with different communities. Birmingham has

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a unique challenge of citizens who have parallel narratives of place and heritage through social media and digital communications creating a global narrative and norm backdrop for our city-based activity. We are looking to Vital Strategies to undertake some mapping and consolidation of this for us across the network from previous work.

A project team will be formed in Birmingham City Council, this will sit within the governance of the new Creating an Active City Forum which is a sub-group of the statutory Health and Wellbeing Board, the Forum is chaired by the Cabinet Member for Transport, the Assistant Director of Public Health serves as the Deputy Chair of the forum. the Deputy Chair will serve as the Deputy Director of Public Health. Monthly calls will take place between Vital Strategies and the Birmingham City Council Project team to review progress and identify opportunities to apply technical support to the project.

An in-person visit will take place on initiation of the project so that Vital Strategies can meet project partners and wider stakeholders, as well as an in person visit to some of the infrastructure that the campaign is designed to promote.

We would welcome Vital Strategies providing input technical support by commenting on project plans. This includes commenting on the tender to commission the market research and the evaluation plan.

Support could also ensure that the dissemination event has greater impact by identifying interested international partners and inviting them to the event.

COMMUNICATIONS

Vital Strategies will also provide in-kind assistance to support proactive communication and public relations engagements in order to amplify your city's achievements. The city communication lead identified on page 1 (and in the Letter of Interest) will serve as the communication point of contact throughout the Partnership.

Please outline activities to publicize the city's commitment to the Partnership and progress on the chosen intervention and objective, first through a formal public announcement and then continually during the Partnership, through:

- a. Press releases, press conferences and social media;
- b. A commitment from the mayor's/Leader's office to be available for least one media interview, depending on scheduling and outlet;
- c. Whenever possible, to join major press conferences and international convenings.

Timeline	Description of Activity
Launch – January 2020	Press release announcing the planned work. Formal announcement at the Creating an Active City Forum meeting.
Drumbeat communications – Oct-Dec 2020	Link opportunistically to Commonwealth Games physical activity legacy launch
Pilot Campaigns launch – June-September 2020	Promote the start of an innovative communications campaign interventions including an interview with the leader of Birmingham

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	City Council and Cabinet Members for Health and Transport.
Dissemination event in December 2020	<p>Promote Birmingham’s work internationally across existing networks. Attend the Healthy Cities dissemination event.</p> <p>If timings permit, both the evaluation report and the project completion report will be published concurrently.</p> <p>This work will be shared via our national and international networks including:</p> <ul style="list-style-type: none"> • 2022 Commonwealth Games (hosted in Birmingham) • Birmingham/India (BINDI/Pune) Partnership • Milan Urban Food Partnership Pact • National Obesity Trailblazer Programme (Central Government: Department of Health, Public Health England, Local Government Association)

BUDGET AND FISCAL MECHANISMS

Outline the budget for the \$50,000 to 100,000 USD seed grant in the attached budget template/format. (Examples of use of the grant can include: Human resources [e.g. consultants]; Procurement [e.g. equipment]; Media campaigns; Trainings, workshops, meetings, etc. The funds should not be used to support research projects, staff salaries or support areas outside the domains of the intervention.):



PHC Implementation Plan Budget Template

Identify the fiscal mechanism for payment:

1. City receives funds directly from Vital Strategies

APPROVALS

Contact person:

Name: Valencia Lyle

Position: Senior Manager

Partnership for Healthy Cities

Reviewed By:

Name: Charity Hung

Position: Technical Assistance Coordinator

Approved By:

Name:

Position: Director, Partnership for Healthy Cities

Business

https://www.birmingham.gov.uk/downloads/file/2868/business_statistics_2017_to_2018

<https://www.wmca.org.uk/media/1387/sep-strategic-companies-june-2016.pdf>

¹ <https://fingertips.phe.org.uk/profile/physical-activity/data#page/0/gid/1938132899/pat/6/par/E12000005/ati/102/are/E08000025>