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D2.1: Physical Activity Policy Framework

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Contributors:	Name	Organisation	Role / Title
Deliverable Leader	Louise Meincke	WCRF International	Head of Policy and Public Affairs
Author(s)	Bryony Sinclair and Fiona Sing	WCRF International	Senior Policy and Public Affairs Manager, Policy and Public Affairs Officer
Reviewer(s)	See Appendix 1		
Final review and approval	Knut-Inge Klepp	Norwegian Institute of Public Health	Co>Create coordinator; Executive Director of Norwegian Institute of Public Health

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Executive Summary

As part of the CO-CREATE project, World Cancer Research Fund (WCRF) International has developed a physical activity policy framework equivalent to the WCRF International NOURISHING policy framework. The MOVING physical activity policy framework (MOVING framework) is focused on policy actions and will be accompanied by a database of government implemented policy actions.

To develop the MOVING framework a literature search of key global physical activity policy documents was undertaken from 2004 onwards, including a detailed analysis of the World Health Organisation's (WHO) [Global Action Plan on Physical Activity](#) 2018-2030 (GAPPA). Policy action recommendations from the key literature were extracted, added to a spreadsheet and coded. Based on our analysis of the global physical activity policy literature (including the GAPPA), government policy action recommendations from the last 14 years were categorised into six discrete policy areas. The MOVING framework's six policy areas align with the four policy domains in the GAPPA: ACTIVE SOCIETIES; ACTIVE ENVIRONMENTS; ACTIVE PEOPLE; and ACTIVE SYSTEMS.

The MOVING framework and accompanying database have three main target audiences (the same as the NOURISHING framework and database):

1. policymakers and civil servants or others tasked with taking policy action, both at national and local levels;
2. civil society organisations; and
3. policy researchers.

MOVING framework

POLICY DOMAINS		POLICY AREAS
ACTIVE SOCIETIES	M	Make programmes, opportunities and initiatives that promote physical activity a priority
	O	Offer training in physical activity promotion across multiple professions
ACTIVE ENVIRONMENTS	V	Visualise and enact active design guidelines for structures and surroundings
	I	Implement urban, rural and transport plans that support active societies
ACTIVE PEOPLE	N	Normalise and increase physical activity through public communication that motivates and builds behaviour change skills
	G	Give physical activity education, assessment and counselling
ACTIVE SYSTEMS ¹		Governance systems – includes accountability, managing conflicts of interest, roles and responsibilities for different actors.

¹ Implemented policy actions for this fourth domain will not be collected comprehensively as part of the database as it is beyond the scope of the project. Instead, a number of good practice examples will be included to highlight actions being taken in this domain.

	<p>Leadership – promoting clear leadership to ensure physical activity is given priority.</p> <p>Physical activity surveillance – ensuring robust data collection on physical activity rates across the population is put in place.</p> <p>Interdisciplinary research funding – increased research capacity across all sectors on the rates of physical inactivity or activity and policy interventions etc.</p> <p>Financing mechanisms to fund research, surveillance and interventions.</p> <p>Monitoring and evaluation of policy actions – incorporating monitoring and evaluation of policy interventions at the outset of the intervention to ensure effect is measured.</p> <p>Life course/health in all policies approach – using a lens that ensures physical activity is promoted across the whole population, across the life course, especially those that are the least active, vulnerable or have different needs.</p>
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Table of contents

Executive Summary	3
List of acronyms / abbreviations	6
Introduction	7
Deliverable description	7
Objective of deliverable	7
Background	7
Description of activities	8
Results	9
References	19
Appendix 1– Consultation process	20



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List of acronyms / abbreviations

GAPA- Global Advocacy for Physical Activity

GAPPA - WHO's Global Action Plan on Physical Activity 2018-2030

GOPA! - Global Observatory for Physical Activity

NCDs - Non-communicable diseases

WCRF - World Cancer Research Fund

WHO - World Health Organisation

ISPAH – International Society for Physical Activity and Health

Introduction

Deliverable description

Physical activity framework (M6) – A physical activity policy framework will be outlined to provide a basis for the physical activity policy monitoring tool.

Objective of deliverable

Review existing physical activity frameworks and research policy areas relevant to physical activity. Develop a physical activity policy framework (equivalent to NOURISHING) that packages and categorises policies in a structured way. This will involve engaging with physical activity policy experts.

Background

WCRF International developed the NOURISHING framework to encourage *policy action* to promote healthy diets and reduce overweight, obesity and diet-related non-communicable diseases (NCDs). The NOURISHING framework recognises that policy action is needed across three domains: food environment, food system and behaviour change communication.

NOURISHING was developed to:

- Bring together a comprehensive package of policy actions to promote healthy eating that is applicable globally;
- Provide options within the framework that allow policymakers flexibility to shape a response suitable for their national context; and
- Establish a framework for reporting, categorising and monitoring policy actions around the world.

NOURISHING identifies ten areas for *policy action*. These ten ‘policy areas’ (one for each letter in NOURISHING) are action-oriented categories that package policy actions for end users.

The NOURISHING framework is accompanied by a database of implemented government policy actions (www.wcrf.org/NOURISHING), which is regularly updated.

CO-CREATE set out to develop a physical activity policy framework equivalent to the NOURISHING framework, the resulting policy framework is called MOVING.

Definitions

It is important to distinguish the terms policy and policy action.

Policy: The written or unwritten aims, objectives, targets, strategy, tactics, and plans that guide the actions of a government, political party, business, other organisation or people.²

² WCRF/AICR. Policy and Action for Cancer Prevention. Food, Nutrition, and Physical Activity: a Global Perspective. Washington DC: AICR, 2009.

Policy action*: any form of government action, including, but not restricted to, legislation, regulation, decrees, standards, policies, programmes, fiscal measures and government sponsored or endorsed voluntary action and agreements. All *policy actions* are part of public policy, but not all policies are policy actions. A policy action can be implemented at the national, regional, provincial/territorial or local level.³

* The MOVING framework is focused on policy actions (not overarching policies), and the accompanying database will only include government implemented policy actions.

Description of activities

Method for developing the MOVING framework

As a starting point, a literature search of the key global physical activity policy documents was undertaken. The WHO's Global Strategy on Diet, Physical Activity and Health, published in 2004, was used as the starting point for the literature search as it was the first key global document published by the WHO regarding physical activity policy interventions. Key documentation published by the WHO, the Lancet series on Physical Activity and groups such as the Global Advocacy for Physical Activity (GAPPA) and the Global Observatory for Physical Activity (GOPA!), both Councils of the International Society for Physical Activity and Health (ISPAH), was reviewed.⁴ The WHO's GAPPAs were reviewed in detail, given its recent release, extensive consultation and overall comprehensiveness. *Policy action* recommendations from the documents were extracted, added to a spreadsheet and coded. Clear patterns emerged around the themes of policy actions and policy recommendations from the literature. The key themes were categorised into policy areas and sub-policy areas.

We then undertook a deeper analysis of the WHO's GAPPAs to ensure the policy areas that had emerged were consistent with this authoritative and heavily consulted framework. We used the policy actions outlined in Appendix 2 of the GAPPAs, where relevant, to cross check against the MOVING framework. There is very strong alignment between the GAPPAs and the MOVING framework.

³ WCRF International. NOURISHING: Methods for compiling and updating the database. Available: https://www.wcrf.org/sites/default/files/NOURISHING_method_document_April_2017.pdf

⁴ World Health Organization. (2004) Global Strategy on Diet, Physical Activity and Health. *Geneva: World Health Organization*; World Health Organization. (2018). Global action plan on physical activity 2018–2030: more active people for a healthier world. *Geneva: World Health Organization*; World Health Organization. (2017). Tackling NCDs: 'best buys' and other recommended interventions for the prevention and control of noncommunicable diseases; World Health Organization. (2010). Global recommendations on physical activity for health *Geneva: World Health Organization*; World Health Organization. (2013). Global action plan for the prevention and control of NCDs 2013–2020. *Geneva: World Health Organization*; World Health Organization. (2007). A guide for population-based approaches to increasing levels of physical activity: implementation of the WHO global strategy on diet, physical activity and health *Geneva: World Health Organization*; Bull, F. C., Gauvin, L., Bauman, A., Shilton, T., Kohl, H. W., & Salmon, A. (2010). The Toronto Charter for Physical Activity: a global call for action. *J Phys Act Health*, 7(4), 421–2. Global Advocacy for Physical Activity (GAPPA) the Advocacy Council of the International Society for Physical Activity and Health (ISPAH). *NCD Prevention: Investments that Work for Physical Activity*. February 2011. Available from: www.globalpa.org.uk/investmentsthatwork; Giles-Corti, B., et al. (2016): "City planning and population health: a global challenge." *The Lancet* 388.10062, 2912-2924. Sallis, J.F., et al. (2016): "Progress in physical activity over the Olympic quadrennium." *The Lancet* 388.10051 (2016): 1325-1336.

The MOVING framework is intended to be a logical and practical tool that allows the end user to identify a series of policy actions that can be taken as part of a comprehensive approach, categorised into distinct policy areas. Grouping similar actions into distinct policy areas will also assist the end user in searching and accessing relevant implemented policy actions in the accompanying database (designers of campaigns or behaviour change programmes, or urban planners for example).

From a practical standpoint, the *policy areas* need to encompass policy action that can be implemented by governments so that they can ultimately be included in the accompanying policy database.

Results

MOVING framework

Target audience

The MOVING framework and accompanying database have three main target audiences (the same as the NOURISHING framework and database):

- policymakers and civil servants or others tasked with taking policy action, both at national and local levels;
- civil society organisations; and
- policy researchers.

The domains of the MOVING framework correspond with the GAPPAs four policy domains (see Figure 1):

ACTIVE SOCIETIES

ACTIVE ENVIRONMENTS

ACTIVE PEOPLE

ACTIVE SYSTEMS

Figure 1 – WHO GAPPA's four policy domains



Based on our analysis of the global physical activity policy literature (including GAPPA), government policy action recommendations from the last 14 years were categorised into six discrete policy areas. These policy areas synthesise the government related actions within GAPPA into six overarching policy areas, with corresponding sub-policy areas, and fit within three of the four policy domains.

MOVING framework

A graphical representation of the physical activity policy framework will be presented as the final product. Below is a basic overview of the framework in its pre-design stage.

Policy domains: ACTIVE SOCIETIES; ACTIVE ENVIRONMENTS; ACTIVE PEOPLE; ACTIVE SYSTEMS

POLICY DOMAINS		POLICY AREAS
ACTIVE SOCIETIES	M	Make programmes, opportunities and initiatives that promote physical activity a priority
	O	Offer training in physical activity promotion across multiple professions
ACTIVE ENVIRONMENTS	V	Visualise and enact active design guidelines for structures and surroundings
	I	Implement urban, rural and transport plans that support active societies
ACTIVE PEOPLE	N	Normalise and increase physical activity through public communication that motivates and builds behaviour change skills
	G	Give physical activity education, assessment and counselling
ACTIVE SYSTEMS⁵		<p>Governance systems – includes accountability, managing conflicts of interest, roles and responsibilities for different actors.</p> <p>Leadership – promoting clear leadership to ensure physical activity is given priority.</p> <p>Physical activity surveillance – ensuring robust data collection on physical activity rates across the population is put in place.</p> <p>Interdisciplinary research funding – increased research capacity across all sectors on the rates of physical inactivity or activity and policy interventions etc.</p> <p>Financing mechanisms to fund research, surveillance and interventions.</p> <p>Monitoring and evaluation of policy actions – incorporating monitoring and evaluation of policy interventions at the outset of the intervention to ensure effect is measured.</p> <p>Life course/health in all policies approach – using a lens that ensures physical activity is promoted across the whole population, across the life course, especially those that are the least active, vulnerable or have different needs.</p>

We conducted a mapping exercise to demonstrate the alignment of the MOVING framework with the GAPPAs (see Table 1).

Table 1: GAPPAs four policy domains and 20 actions mapped against MOVING framework's six policy areas

Domain	GAPPAs 20 actions	MOVING
Active societies	Action 1.1	Normalise and increase physical activity through public communication that motivates and builds behaviour change skills
	Action 1.2	

⁵ Implemented policy actions for this fourth domain will not be collected comprehensively as part of the database as it is beyond the scope of the project. Instead, a number of good practice examples will be included to highlight actions being taken in this domain.

	Action 1.3	Make programmes, opportunities and initiatives that promote physical activity a priority
	Action 1.4	Offer training in physical activity promotion across multiple professions
Active environments	Action 2.1	Implement urban, rural and transport plans that support active societies
	Action 2.2	
	Action 2.3	
	Action 2.4	
	Action 2.5	Visualise and enact active design guidelines for structures and surroundings
Active people	Action 3.1	Give physical activity education, assessment and counselling
	Action 3.2	
	Action 3.3	Make programmes, opportunities and initiatives that promote physical activity a priority
	Action 3.4	
	Action 3.5	
	Action 3.6	
Active systems	Action 4.1 Action 4.2 Action 4.3 Action 4.4 Action 4.5	Implemented policy actions for this third domain will not be collected comprehensively as part of the database as it is beyond the scope of the project. Instead, a number of good practice examples will be included to highlight actions being taken in this domain.

In some cases, multiple GAPPAs actions are classified under one MOVING policy area. For example, the MOVING policy area '*Make programmes, opportunities and initiatives that promote physical activity a priority*' encompasses five GAPPAs actions:

Action 1.3 – Mass participation events - *Implement regular mass participation initiatives.*

Action 3.3 – Multiple other settings - *Implement programmes in workplace, sport and faith-based settings, and in public open spaces and other community venues, to increase opportunities for physical activity.*

Action 3.4 – Older adults – *Provide appropriately-tailored programmes and services to support older adults to start and maintain regular physical activity.*

Action 3.5 – Least active – *Implement programmes and services that increase the opportunities for physical activity in the least active groups.*

Action 3.6 – Whole of community - *Engage communities to implement comprehensive initiatives at the city, town or local level.*

Table 2 provides a breakdown of the MOVING framework's six policy areas with potential sub-policy areas. It also includes a GAPPAs cross reference and a list of proposed policy options for governments. These policy options are examples of policy actions that may be found during the global policy scan and ultimately included in the MOVING policy database (the next deliverables in WP2).

Table 2: Breakdown of the MOVING framework

Acronym	Policy area	Sub-policy areas	GAPPA reference	Policy options
M	Make programmes, opportunities and initiatives that promote physical activity a priority	<ul style="list-style-type: none"> Programmes and initiatives to increase physical activity in and outside of classrooms Programmes/initiatives promoting active transport to and from school Community initiatives across the life course Mass participation initiatives across the life course Programmes promoting/supporting physical activity for least active groups and vulnerable/marginalised people Programmes promoting/supporting physical activity for people of all ages and abilities Financial and non-financial incentives to promote physical activity 	1.3; 3.1; 3.3; 3.4; 3.5; 3.6 Appendix 2 1.1.3; 1.3.1; 1.3.2; 2.4.4; 3.1.2; 3.1.5;3.3.1; 3.3.2; 3.3.3;3.3.4; 3.3.4; 3.3.5; 3.3.6;3.4.2; 3.5.2;3.5.3; 3.5.4; 3.3.6; 3.3.13; 3.6.3	- Minimum physical activity requirements (e.g. minutes) during the school day - Programmes supporting active transport to and from school (e.g. walking and cycling) - Physical activity programmes and events in parks and trails - Subsidies for extracurricular PA programmes outside of school system - Incentives, tax deductions and targeted subsidies to support participation in physical activity - Tax incentives to encourage workplaces to implement active travel policies for staff to use alternative forms of transport - Congestion charges and fuel levies - Reduced tax on sporting goods and bicycles for active transport
O	Offer training in physical activity promotion across multiple professions	<ul style="list-style-type: none"> Pre- and in-service training within health care Pre- and in-service training for relevant professions outside of health care (separate sub policy for relevant sectors outside of 	1.4 Appendix 2 1.4.1;1.4.2; 1.4.3;1.4.4;	- Pre-service and in-service curricula across medical and allied health professionals that include the importance/benefits of PA for patients

		<p>health – educators, architects, planners, landscape architects, park and recreation professionals etc.)</p>		<ul style="list-style-type: none"> - Education guidelines in training curricula to train educators to teach the value of active play, physical education, inclusive physical activity, fundamental movement skills and physical literacy - Qualification requirements for teachers providing physical education in schools - Education guidelines for including physical activity in the professional education of relevant sectors outside of health – transport, urban planning, education, social care, tourism, recreation and sports and fitness - Education guidelines to educate road safety stakeholders about providing safe systems to improve road safety for pedestrians, cyclists and public transport users
V	Visualise and enact active design guidelines for structures and surroundings	<ul style="list-style-type: none"> • Walking and cycling infrastructure • Public transport • Integrated urban design and land-use policies prioritising compact, mixed-land use • Access to quality public open space and green spaces • Road safety actions including safety of pedestrians, cyclists etc 	2.1; 2.2; 2.3; 2.4 Appendix 2 2.1.1;2.1.2; 2.1.3; 2.2.1;2.2.2; 2.2.3;2.3.1; 2.3.2;2.3.3; 2.3.5; 2.4.1;2.4.2;	<ul style="list-style-type: none"> - Relevant transport, spatial and urban planning policies that make walking, cycling and public transport preferred modes of travel - Safe and connected cycling paths/systems in urban and rural areas

	<ul style="list-style-type: none"> • People of all ages and abilities considered and accounted for in all planning decisions 	3.1.3	<ul style="list-style-type: none"> - Mixed use, compact urban planning regulations including zoning rules and planning consent rules - Planning and transport policy, guidelines and regulations that redistribute urban space from private motorized transport to support increased walking, cycling and use of public transport as well as provision of public open and green spaces, including regulations to limit car parking options for single occupancy private vehicles - Increase and enforce traffic speed restrictions and traffic calming interventions and demand management strategies - Land use and spatial policies that require the provision of a connected network of green infrastructure to enable access to safe and high-quality public or recreational spaces - Plans that increase access to quality public open space in rural areas
I	Implement urban, rural and transport plans that support active societies	<ul style="list-style-type: none"> • Design guidelines and regulations for buildings that prioritise equitable, safe, and universal access by all, that encourage occupants to be physically active 	<p>2.5 Appendix 2 2.5.1;2.5.2;2.5.3</p> <ul style="list-style-type: none"> - Planning restrictions that require a ratio of green/open space per square foot of building development - School design guidelines that provide

	<ul style="list-style-type: none"> • Active design guidelines outside buildings • Active design guidelines for people of all ages and abilities • Active design guidelines for open/green spaces 		<p>accessible and safe environments for physical activity, (e.g. line markings in play areas, sports and physical activity equipment, quality recreational spaces), reduce sitting in class (e.g. active lessons, active lesson breaks) and promote physical activity during daily breaks</p> <p>- Design guidelines for workplaces to provide infrastructure that facilitates activity by providing appropriate end of trip facilities (e.g. showers, bike racks) supporting breaking up sitting (e.g. height adjustable desks), and reducing car spaces</p> <p>- Building design guidelines that make stairs conspicuous, attractive and accessible</p> <p>- Design guidelines for recreational and sports facilities that optimise location that ensure equitable, safe, quality and universal access</p> <p>-Design guidelines that create prompts and cues in the environments/buildings to promote movement (e.g. signage to encourage stair use, signage for parks) to regularly break up sitting</p>
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				- Design guidelines for public open spaces and green spaces that include quality paths/trails, amenities, play facilities, sports facilities, drinking fountains, toilets, signage
N	Normalise and increase physical activity through public communication that motivates and builds behaviour change skills	<ul style="list-style-type: none"> • Mass communication campaigns including social marketing to increase awareness and knowledge about benefits of physical activity through the life course • Mass communication campaigns including social marketing to change social norms about the accessibility and need for physical activity • Mass communication campaigns to increase awareness of co-benefits of PA (environment, social, and economic) through the life course • Develop and communicate physical activity guidelines 	1.1; 1.2 Appendix 2 1.1.1; 1.1.2; 1.1.4; 1.2.1; 1.2.2; 2.3.4; 4.1.4	- Physical activity guidelines across the life course - Mixed media campaign targeting least active population segments addressing overcoming barriers and making PA and an overall active lifestyle a habit - Mixed media campaign advising on the health benefits of PA - Mixed media campaign promoting the economic and environmental co-benefits of walking/cycling or using public transport - Partnerships between health and other sectors to engage in global promotion days/weeks/months to raise awareness of PA and sedentary behaviour - Media campaigns aimed at increasing safe behaviours among all road users, notably driver behaviour to reduce speed, and reduce the use of mobile devices
G	Give physical activity education,	<ul style="list-style-type: none"> • Physical education in schools 	3.1; 3.2	- Physical education included in the curricula

	<p>assessment and counselling</p> <ul style="list-style-type: none"> • Primary care (assessment, counselling and PA prescriptions) • Health care and outpatient settings • Community-based • Social care providers 	<p>Appendix 2</p> <p>3.2.1;3.2.2; 3.4.1;3.4.3</p>	<p>mandated at national level</p> <ul style="list-style-type: none"> - National standardized protocol on patient assessment and advice on PA in primary care and social care settings, including green prescriptions from doctors - Guidelines for patient assessment, advice and referral, about PA in treatment and rehabilitation pathways for patients diagnosed with long term conditions - Guidelines for educators to follow when counselling students on PA and assessing high risk students -Referral schemes from primary care, educators etc to service providers that increase PA -Physical activity advice incorporated into health service discharge policies
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Appendix 1– Consultation process

We undertook several rounds of consultation with internal and external experts.

Round 1

We consulted physical activity academics as an initial scoping exercise to check our approach providing them with a zero draft of the framework. We also consulted WCRF International senior management (Kate Allen, Giota Mitrou, Martin Wiseman) with the zero draft.

Round 2

Feedback was collated and a first draft was finalised and sent to a wider group of experts including members of WCRF International’s Policy Advisory Group (Anita George, Feisul Mustapha, Shiriki Kumanyika) and a wider group of physical experts.

Round 3

Feedback was collated and a second draft was finalised and sent to the same group of experts. The framework was presented at two different meetings during the week of the International Society for Physical Activity and Health (ISPAH) conference. The first meeting was an independent interest group of physical activity experts convened to discuss developing a physical activity policy framework. Our framework was discussed and presented and feedback gathered orally.

The framework was then presented at an informal WHO meeting convened by Fiona Bull to discuss the GAPP framework and the monitoring tool WHO are developing and feedback was gathered orally.

Table 3 - List of people consulted

Adrian Bauman – external PA expert	Feisul Mustapha – WCRF PAG member
Ross Brownson – external PA expert	Martin Wiseman - WCRF internal
Karen Milton – external PA expert	Giota Mitrou - WCRF internal
Fiona Bull – external PA expert	Kate Allen - WCRF internal
Harry Rutter – CO-CREATE Co-leader; external PA expert	Louise Meincke - WCRF internal
Catherine Woods – external PA expert	Katy Cooper – WCRF internal
James Sallis – external PA expert	Nick Cavill – external PA expert
Knut Inge Klepp – CO-CREATE leader, PAG member	Michael Pratt – external PA expert
Anita George - WCRF PAG member	Jo Salmon – external PA expert
Shiriki Kumanyika - WCRF PAG member	Justin Varney – external PA expert
Michael Kelly – external PA expert	Andrea Ramirez – external PA expert
John Spence – external PA expert	Nanette Mutrie – external PA expert
Bill Bellew – external PA expert	



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