

HEALTH SCRUTINY COMMITTEE

11 September 2018

Title: Scope of system-wide review into childhood obesity	
Report of the Director of Public Health	
Open Report	For Decision
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Wards Affected: All	Key Decision: No
Accountable Director: Matthew Cole, Director of Public Health	
Accountable Strategic Leadership Director: Elaine Allegretti, Strategic Director, People and Resilience	
Summary: <p>The Health Scrutiny Committee (HSC) has requested a review of system-wide action on childhood obesity. The aim of the review will be to bring together all the available information to date and make recommendations to tackle the obesity problem from a system-wide approach.</p> <p>This report outlines the proposed scope for this review.</p> <p>Barking and Dagenham have among the highest rates of overweight and obesity in reception and year 6 children in London. In order to reverse this system wide action, taking into account the work of the council, NHS and voluntary and private sectors, is required.</p> <p>The review is timely as Public Health England and the Local Government Association have been working on developing guidance for a whole systems approach to obesity since 2015. The programme places considerable emphasis on creating the right environment for change in the local area, collaborative working across the local system and the dynamic nature of such a system.</p> <p>The guidance and resources are due to be published in the Spring of 2019; the council will be one of the stakeholders who will contribute to the review of the draft guidance documents.</p>	
Recommendation(s) <p>The Health Scrutiny Committee is recommended to review and agree the proposed terms of scope and work plan for this Scrutiny Review.</p>	
Reason(s)	

It is best practice to produce a scoping report prior to commencing a scrutiny review so that members and officers can give direction to the review, consider what evidence will form the basis of recommendations and have a time-line for completion.

The question of addressing the obesity problem reflects the Council's ambition to make Barking and Dagenham a borough where all residents get an opportunity to thrive and enjoy good health and well-being. This fits with the aims of the Corporate Plan to ensure that no-one is left behind as it seeks to make the Borough a place where all people can achieve their potential and where high aspirations for every child can be made a reality.

This scoping review also comes at a time when the health system is seeking greater integration of services across the Barking, Havering and Redbridge integrated care system. The questions in this review can play a role in shaping how this new health system addresses one of the greatest health challenges facing us today.

<https://www.lbbd.gov.uk/sites/default/files/attachments/Barking-and-Dagenham-Together-Borough-Manifesto.pdf>

<https://www.lbbd.gov.uk/sites/default/files/attachments/No-One-Left-Behind-Corporate-Plan-2018.pdf>

1. Context and Introduction

- 1.1 Childhood obesity in Barking and Dagenham remains high and with it the certainty that many health conditions such as diabetes, cardio-vascular disease and musculoskeletal problems will also continue to rise. The Health & Wellbeing Board is concerned about obesity as a health problem, and because it imposes significant but avoidable costs on health and social care, in both the public and private sectors.
- 1.2 The high levels of obesity threaten to halt any potential measurable education, skills and health gains experienced by our residents in coming years. New analysis (published on 24/07/2018) of the National Childhood Measurement Programme data from Public Health England has mapped trends in weight of children in Reception and Year 6 over the past 10 years.
- 1.3 The findings show that, nationally, the prevalence of excess weight, obesity and now a category of severe obesity, is increasing more in the most deprived areas than the more affluent areas of England and that severe obesity is at its highest ever level of the past 10 years. In terms of ethnicity the analysis found levels of excess weight in Black and Minority Ethnic (BME) Year 6 boys was increasing faster than in White British Boys. However, in Reception White British Girls were amongst the only groups showing an upward trend in excess weight. In Barking and Dagenham children have been found to have the highest levels of severe obesity in England.
- 1.4 It is important that we understand the cultural perception of obesity within different ethnic groups and to ensure that our approach and interventions are sensitive to those nuances so as not to inadvertently exclude these groups and increase inequalities. To this aim, the stakeholder workshop will include planning for how participants will follow up and ascertain the views of the respective communities that

they are involved with and report back to the review (see proposed work plan, section 6)

- 1.5 Nationally the Department of Health and Social Care have just published Chapter 2 of their Childhood Obesity Action Plan. This outlines a series of measures to tackle obesity around industry, advertising, formulation of foods and the role of local government. Ofsted have also produced a piece of research into the wider impact of schools in obesity which will help to inform this scrutiny review's recommendations regarding education.
- 1.6 A summary of the Barking and Dagenham ranking out of 32 London boroughs (City of London is combined with Hackney) is shown in the table below:

Group	%	Rank in London (of 32 boroughs)
Reception overweight (including obese)	25.5	4 th worst
Reception obesity	13.1	3 rd worst
Reception severe obesity	4.67	Worst
Year 6 overweight (including obese)	43.8	2 nd worst
Year 6 obesity	29.2	Worst
Year 6 severe obesity	7.84	Worst

- 1.5 The long-term cost of obesity and the impact on the quality of life for those who are overweight or obese means that system-wide action is required to reduce the level of obesity in this borough. This Scrutiny review and the recommendations that are produced as a result provide an opportunity to impact the current and future health and wellbeing of children all across Barking and Dagenham.

2. Current activity to address excess weight.

- 2.1 The council are currently engaged in several initiatives to tackle childhood obesity that include:
- The application of fast food exclusion zones of 400M around schools.
 - The implementation of the Healthy Pupil's Capital Fund (the soft drinks sugar levy).
 - Street Tag – a fun and interactive game designed to get people walking more.
 - A recently completed piece of work into behaviour change and attitudes to weight management, which will influence how we develop future obesity prevention and support programmes in the borough.
 - Healthy living promotion is a key requirement of our commissioned children's 0-19 services, including the taking part in the National Childhood Measurement Programme.
 - A fully subsidised year-round holiday activity programme for children and young people aged 5 – 11years. This works in partnership with local clubs and organisations to deliver a range of inclusive cultural, sport, health and fitness activities.

2.2 We also commission a structured programme for children and their families with a high BMI, that consists of healthy eating education and support, plus exercise. The courses are borough-wide and delivered in schools and community venues. The programme underwent a re-launch earlier in the year and is now called 'The LEAN Beans Club'. It is designed to be fun, engaging and interactive. The promotional film can be accessed at the below link:
<https://newme.london/leanbeans/>

The latest performance reports show poor rates of completion for both the childhood and adult weight management programmes, though there are encouraging results in the outcomes such as percentage of participants who have adopted healthier eating or increased their exercise.

2.3 Currently, the annual funding for our direct weight management programmes for children is £350,000, but there is further funding that goes into the wider work such as the Healthy Schools London programme and the Healthy Child programme.

2.4 The wider system has named obesity or childhood obesity as a priority too. The East London Health and Care Partnership has obesity as a highlight of its prevention work whilst the CCG has a Dietetics and Nutrition programme of 0-19s though it doesn't focus solely on obesity. Barking and Dagenham schools are also at the forefront of obesity, currently around 25% of our primary schools have an active mile initiative, where all pupils walk or run a mile a day, and all schools have kitchens that meet school food standards to make healthy catering easier.

2.5 Whilst the Board recognise the need to focus on children and young people in order prevent obesity over the longer term, because overweight and obese children are more likely to become obese adults, action is required to tackle obesity throughout the life course. There is widespread recognition that peoples' life circumstances and their environment have a huge impact on whether or not they will be able to make positive and health enhancing changes. Therefore, any action needs to be accompanied with a commitment to make healthy choices the easier choices for our residents.

2.6 The forthcoming Health and Wellbeing Strategy for 2018-2021 will reflect and be modelled around the impact of the enablers and barriers in peoples' lives. Through a series of 'I statements' from workshops, the strategy will also seek reflect residents' views of what they need in order to attain healthier, more fulfilled lives.

2.7 The Healthy Weight Strategy focuses on children maintaining a healthy weight as they grow and develop, and we have committed to working in partnership to create the culture and environment that supports healthy lives so that all children in the borough can grow into healthy adults.

3. Challenges/issues

3.1 The challenge is to deliver a sustained downward trend in the level of excess weight in children by 2021. Addressing the problem will take more wide-ranging action than just lifestyle programmes or other forms of intervention for individuals. It requires action at population level and across the various systems that affect residents' lives; that is, all stakeholders in the health and social care economy and both public, private and voluntary sectors.

- 3.2 A system-wide approach to solving the problem is the underpinning mechanism of the place-based care model, the principle of which is that we can achieve better and more effective results by engaging all our community and local assets. Under this model, tackling obesity becomes 'everybody's business and all have a stake in ensuring the successful resolution of it.
- 3.3 The proposed work plan (Section 6) therefore is reflective of the need to collate information from as wide a range of stakeholders as possible to ascertain their perspective on and their role in tackling obesity.

4. Outcomes for action

- 4.2 The borough's Healthy Weight Strategy (2016-2020), identifies key outcomes for childhood obesity including:
- Making the Borough a place where more children and families cycle together
 - The Borough is a place where more children and families take part in sport and active leisure together
 - The local food environment makes the healthier choice the easier choice
 - The Borough is a place where breastfeeding is the norm and families can establish healthy eating from an early age
 - The Borough's early years settings are a healthy place for young children
 - The Borough's schools are a healthy place for pupils

5. Terms of Reference for the Scrutiny Review

1. Are the identified outcomes from the Healthy Weight Strategy, the right ones to focus on?
2. What is happening locally already to tackle obesity?
3. What are the evidence-based interventions which will have most impact?
4. What could we and should we be working together on in order to address gaps in the system and become more effective in making a difference at scale and pace?

6. Proposed Work Plan

Date of HSC session	Activity and Purpose	ToR questions covered
3 September 2018	Pre-HSC briefing to Cllr Keller.	
11 September 2018	Presentation of draft scoping report & visual presentation of the issue to HSC meeting	2,3
September	<p>Healthy New Towns workshop</p> <p>Provide the Health Scrutiny Committee with a chance to understand how Barking Riverside Healthy New Town provides opportunities for the whole systems approach to obesity, and how this might inform their recommendations.</p>	4
October	<p>Stakeholder workshop</p> <p>An opportunity for members of the Health Scrutiny Committee to hear the views and recommendations of stakeholders in childhood obesity such as BeFirst, Education and the Voluntary Sector.</p> <p>This will include action planning for stakeholders to feedback the views and opinions from the respective communities and sectors that they are involved with.</p>	1-4
October	<p>Q&A with Healthcare Representatives</p> <p>Provide members of the Health Scrutiny Committee with the opportunity to question NHS representatives on their work to reduce the burden of obesity, their plans and the best evidence around taking a whole systems approach.</p>	1,3,4
November	<p>Councillor visit to 'Lean Beans' programme</p> <p>Provide members of the Health Scrutiny Committee with an opportunity to visit the current programme for children and families around exercise and nutrition. Including opportunities to speak to residents taking part and people running the sessions.</p>	2,3
18 December 2018	HSC meeting - Draft report and recommendations	1-4
25 March 2018	HSC meeting – presentation of final report	1-4

7. Background information

- 7.1 Members are recommended to familiarise themselves with the reading materials listed in Appendix 1 which will be referred to throughout the preparation of the scrutiny report.

8. Financial Implications

Implications completed by Olufunke Adediran, Group Accountant:

- 8.1 This report is mainly for information in fulfilment of the Health Scrutiny Committee's request for a review of system-wide action on childhood obesity. As such, there are no financial implications arising directly from the report.

9. Legal Implications

Implications completed by: Dr Paul Field, Senior Lawyer, Law and Governance

- 9.1 There is a legal requirement under section 21 of the Local Government Act 2000 for councils which establish executive governance (this includes leader and cabinet, our model) to establish scrutiny and overview committees.
- 9.2 The Health Scrutiny Committee has specific responsibilities with regard to health functions in the borough. Such Health Scrutiny Committees shall carry out health scrutiny in accordance with Section 244 (and Regulations under that section) of the National Health Services Act 2006 as amended by the Local Government and Public Involvement in Health Act 2007 relating to local health service matters. The Health Scrutiny Committee in its work has all the powers of an Overview and Scrutiny Committee as set out in section 9F of the Local Government Act 2000, Local Government and Public Involvement in Health Act 2007 and Social Care Act 2001 (including associated Regulations and Guidance).
- 9.3 As the body of the report indicates childhood obesity is a major public health concern. As the quantitative evidence demonstrates, the scale and prevalence in the borough is significant and without intervention lead to young people having over their lifetimes serious but avoidable health outcomes. The work proposed in this report and its accountability is very much to the core of the Health Scrutiny Committees business.

Background Papers Used in the Preparation of the Report: None

List of appendices:

- **Appendix 1:** Reading List