

24 November 2014

Agenda Item: 7

## **REPORT OF THE CHAIRMAN OF HEALTH SCRUTINY COMMITTEE**

### **NEW OBESITY SERVICES – CONSULTATION AND SERVICE DESIGN**

#### **Purpose of the Report**

1. To consider the consultation on obesity services and how it influenced service design.

#### **Information and Advice**

2. Since April 2013, Nottinghamshire County Council has been responsible for providing a wide range of lifestyle services including obesity prevention and weight management. People who have a high weight to height ratio (or Body Mass Index, BMI) are more likely to suffer from a range of illnesses such as Type 2 diabetes and they may have a lower life expectancy.
3. In Nottinghamshire it is estimated that over 20,000 children (aged 2-15), nearly 166,000 adults aged 16 and over and 28,000 women of child bearing age are obese. The latest Nottinghamshire National Child Measurement Programme data for school year 2012/13 shows that:
  - around one in five children in reception (4-5 year olds) is overweight or obese
  - around one in three children in Year 6 (10-11 year olds) is overweight or obese.
4. From current evidence, programmes to help people to lose weight include lifestyle changes such as healthy eating, physical activity and behavioural change. For those that are very overweight low and very low calorie diets, psychological support, drug treatments or surgery may also be needed.
5. Obesity prevention and weight management services consist of four tiers:
  - **Tier 1** focuses on the ***prevention of excess weight for the wider population***, with an emphasis on those who are more at risk e.g. lower socio-economic and socially disadvantaged groups, particularly women, people with physical disabilities, people with learning difficulties, people diagnosed with a severe and enduring mental illness and older people.
  - **Tier 2** focuses on the provision of ***community lifestyle weight management services*** for those who are overweight or obese.

Local authorities have the primary commissioning responsibility for Tiers 1 and 2, including population level interventions to encourage healthy eating and physical activity, as well as lifestyle related weight management services.

- **Tier 3** focuses on the provision of a ***specialist multidisciplinary weight management service*** for those with complex obesity and for those who wish to access bariatric (weight loss) surgery. This tier includes the use of anti-obesity drugs which should only be considered in adults aged 18 years and over after dietary, exercise and behavioural approaches have been started and evaluated.

Nationally, there has been a lack of clarity around who is the responsible commissioner (Clinical Commissioning Groups or Local Authorities) for the Tier 3 specialist weight management services. In Nottinghamshire it has been agreed (with the Clinical Commissioning Groups) that Tiers 1, 2 and 3 are commissioned in an integrated approach. When final national guidance is published discussions will take place with Clinical Commissioning Groups as is appropriate.

- **Tier 4** focuses on the provision of ***weight loss (bariatric) surgery*** for adults defined as morbidly obese, when all other measures have failed. NHS England is currently responsible for the commissioning of bariatric surgery, although this is to transfer to CCGs in 2015/16

6. The way in which obesity prevention and weight management services in Nottinghamshire have developed means that there are gaps in service provision and a fragmented approach. A new approach to the prevention and management of excess weight is required as:

- the current service provision does not meet the identified needs of the local population in which around a quarter of adults are estimated to be obese and one in five children in reception is overweight or obese and nearly one in three children in Year 6 is overweight or obese. Neither does it support the management of obesity during pregnancy. Maternal obesity increases childhood obesity and infant mortality as well as impacting on the mother's immediate (complications of pregnancy) and future health.
- there are parts of the overweight/obesity pathway in which there are gaps (for example there is no Tier 3 specialist weight management service) and some parts in which there is risk of duplication (Tier1)
- resources are not currently aligned to those areas of highest need or to those groups most at risk of excess weight
- currently there is not an appropriate balance of investment and effort between prevention and treatment
- there is inequity in current service provision across the county with Tier 2 community weight management services only being delivered in Bassetlaw
- overweight and obesity pathways and services are not currently integrated to ensure they deliver clinically effective outcomes whilst being cost efficient and providing value for money
- current commissioned interventions may not be compliant with NICE national guidance.

7. Consultation on obesity prevention and weight management services for adults and children in Nottinghamshire took place between 7<sup>th</sup> October 2013 and 31<sup>st</sup> December 2013. The

consultation was promoted using the Nottinghamshire County Council website, media releases to the press, the use of 'tweets', by sending out an email to a wide variety of stakeholders and through the Nottinghamshire Health and Wellbeing Board. The aim was to understand views and opinions about a new proposed model for the delivery of obesity prevention and weight management services from a wide range of stakeholders and the general public.

8. There were a number of ways that individuals and organisations could take part in the consultation. These were to:
  - visit the webpage at: [www.nottinghamshire.gov.uk/obesityconsultation](http://www.nottinghamshire.gov.uk/obesityconsultation) and complete the online survey
  - attend one of three stakeholder consultation events
  - complete a paper copy of the survey, available at local libraries, and return using the freepost address
  - send an email to [obesity.consultation@nottscc.gov.uk](mailto:obesity.consultation@nottscc.gov.uk)
9. For young people a short questionnaire appropriate to them was developed to obtain their opinions of the proposals.
10. To ensure involvement of service users, focus groups took place with service users of all current commissioned services.
11. A total of 97 responses to the questionnaire were received (63 online and 34 paper copies) and three stakeholder events took place with 111 individuals attending. A total of 44 people completed the young people's questionnaire. Eleven sessions were held across Nottinghamshire with focus groups of service users of all currently commissioned obesity prevention and weight management services including exercise referral schemes, community nutrition and weight management services. A total of 80 service users attended across all 11 focus groups.
12. Although an easy read version of the documentation was developed (alongside communication colleagues) and available there was feedback stating that some found the wording of the documentation difficult. For future consultations Public Health and communication colleagues will learn from this feedback to simplify language further so that it is understandable to all.
13. All feedback from the consultation was analysed and a report produced (please see Obesity Prevention and Weight Management Consultation report. Feedback was used to inform changes to the model and the development of a service specification for the formal tendering stage. Section 6 of the consultation report provides a number of recommendations that were made as a result of the consultation. The table below provides what action was taken for each of the recommendations made:

Recommendation	What NCC did
To review and amend the proposed system model for obesity prevention and weight management service	The model was amended to incorporate these changes – please see final version of the model within the service specification (Appendix 1 page

provision for adults (including pregnant women) and children in Nottinghamshire County to support sustained behaviour change so that it includes universal prevention and on-going support through the community/voluntary sector and peers/family.	26 of the service specification)
To further develop the outcome and performance measures for the service specification particularly around pregnant women	Outcome and quality measures were refined and included in the service specification – section 2.3 page 9 and section B service specific quality indicators pages 35 – 40.
To undertake work to identify potential numbers accessing different parts of the model and the associated costs to enable a greater understanding around need and demand.	The Public Health Intelligence team developed undertook system modelling using a programme Scenario Generator to identify numbers that may access the obesity prevention and weight management system and identify the numbers for the procurement exercise.
To consider offering obesity prevention /weight management services alongside other lifestyle support services such as stop smoking, drugs/+ alcohol	The Lot for Obesity Prevention and Weight Management Services was part of a tender that include substance misuse services so that Providers could bid for both if they so wished.
The service specification to be developed so that it support the commissioning of an integrated obesity prevention and weight management system	<p>The service specification developed is for an integrated obesity prevention and weight management service that taking a life course approach covering Tiers 1, 2 &amp; 3:</p> <ul style="list-style-type: none"> <li>• Tier 1: Targeted Prevention and early intervention healthy eating and physical activity activities</li> <li>• Tier 2: Lifestyle Community Weight Management Services</li> <li>• Tier 3: Specialist Multidisciplinary Weight Management Services</li> </ul>
The service specification to ensure that age appropriate preventative and weight management services for children and young people are accessible and non-judgemental are provided	Service specification states that services for children and young people are accessible and non-judgemental – section 3.3.2
The service specification to ensure that service provision is person	This is covered in the service specification under section 3.3.2 – Access.

centred, flexible to meet need and provide evening and weekend sessions.	
The service specification to ensure that a communication and marketing strategy and action plan is developed as part of the service provision	This is covered in the service specification under section 3.3.5 titled: Communication and marketing.
The new service provider/s to gain a more detail view of what weight management support should be available for children and young people.	This is set out in the service specification section 3.3.12 titled service user and family member involvement.
The new service provider/s to ensure staff have been provided with appropriate training including motivational interviewing skills and techniques.	This is set out in the service specification section 3.3.16 titled staff competence and training.
The new service provider/s to provide brief intervention training for frontline staff to be able to raise the issue of obesity. This will include consistent information on healthy eating and physical activity and how to signpost to services.	This is set out in the service specification section 3.3.14 titled obesity prevention and weight management training of the wider workforce.

14. After going out to tender earlier in the year, Nottinghamshire County Council was unable to implement the decision to award the contract for obesity prevention and weight management service. The Council is currently out to tender again for an integrated obesity prevention and weight management service taking a life course approach covering Tiers 1, 2 & 3:

- Tier 1: Targeted Prevention and early intervention healthy eating and physical activity activities
- Tier 2: Lifestyle Community Weight Management Services
- Tier 3: Specialist Multidisciplinary Weight Management Services

15. The Public Health Committee will decide on the preferred provider at the meeting to be held on 11<sup>th</sup> December with the new service being in place by 1<sup>st</sup> April 2015.

16. Anne Pridgeon, Senior Public Health Manager, Nottinghamshire County Council will attend to brief the Health Scrutiny Committee and answer questions as necessary, accompanied by Barbara Brady, Consultant in Public Health. A written briefing is attached as an appendix to this report.

17. Members will wish to consider and comment on the nature of the consultation and how the results of the consultation have informed the service design.

18. This is the first time that details of a consultation on a health service commissioned by Nottinghamshire County Council's Public Health Department has been brought before the Health Scrutiny Committee. The process for Public Health engaging with Health Scrutiny is therefore in an early stage of development. Members may wish to reflect on the sort of information that they might wish to see in future briefings and the timing of engagement.
19. The Local Authority Health Scrutiny Guidance issued in June 2014 provided welcome clarity when it indicated that the Local Authority Public Health Function falls within the scope of Health Scrutiny. It is therefore anticipated that future changes of service and consultations will be brought to the Health Scrutiny Committee at an early stage (as indicated by the new guidance). Members usually consider if changes are in the interests of the local health service immediately prior to or during consultation. In this case, the issue is under consideration after the consultation period has concluded and during the tendering period. Therefore, on this occasion, Members are not asked to form a view on whether or not this new service is in the interests of the local health service.
20. Members need to be aware that the procurement process is still underway and there may be issues raised which it is not possible to respond to for reasons related to the legal requirements of the procurement process.
21. Members may wish to schedule consideration of the outcomes of the obesity service following discussion with Public Health officers regarding when performance information will become available.

## **RECOMMENDATION**

That the Health Scrutiny Committee:

- 1) Consider and comment on the consultation on obesity services and how it has informed service design
- 2) Schedule consideration of obesity service outcomes

**Councillor Colleen Harwood**  
**Chairman of Health Scrutiny Committee**

**For any enquiries about this report please contact: Martin Gately – 0115 9772826**

## **Background Papers**

Final Service Specification

**Electoral Division(s) and Member(s) Affected**

All