

Manchester City Council Report for Information

Report to: Health Scrutiny Committee – 20 July 2022

Subject: Adult Weight Management Services

Report of: Director of Public Health

Summary

This report provides an update on the delivery of weight management services in the city and introduces the *Food Active!* Healthy Weight Declaration. It provides evidence of the work delivered by commissioned weight management service providers and wider system partners such as physical activity providers.

The report follows up from the previous report to Committee on 4 February 2020, which presented the Manchester Healthy Weight Strategy 2020-2025. The strategy takes a whole system, partnership approach to tackling obesity in the city and was developed across four key themes; Food & Culture, Physical Activity, Environment & Neighbourhoods and Support & Prevention. The Strategy was launched in September 2021 following the pandemic.

The report also demonstrates impact by Covid on obesity and weight management services, and the recovery work in place.

Recommendations

The Committee is asked to note the report and comment on the *Food Active!* Healthy Weight Declaration.

Wards Affected: All

Environmental Impact Assessment - the impact of the issues addressed in this report on achieving the zero-carbon target for the city

Healthy weight can make a significant impact on reducing carbon emissions in the city, through behaviour changes in our population.

Key objectives in the Healthy Weight Strategy include increased physical activity and improving our food consumption. The strategy promotes reduced vehicle travel where walking could be an option and encourages town planners to consider obesogenic environments when constructing new developments, opening opportunities for residents to access green spaces or to develop cycle routes to work and school.

Considering our food culture and nutritional intake is a key part of the strategy.

Encouraging more plant-based meals and reducing red meat consumption is identified in the Council's carbon-literacy training as one opportunity to reduce global warming.

Having been developed using a 'whole-system approach' with input from a wide variety of sectors across the city, the strategy embraces numerous organisations who are

involved in reducing carbon emissions (Registered Social Landlords, Environmental Organisations, Growth & Neighbourhoods, Transport). Addressing the unhealthy weight of our population has a very strong strategic fit with the zero-carbon agenda.

Manchester Strategy outcomes	Summary of how this report aligns to the OMS
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	A healthy start in life that continues throughout adulthood enables people to be able to make the most of the employment opportunities in the city.
A highly skilled city: world class and home grown talent sustaining the city's economic success	Improving educational outcomes is essential for young people to gain qualifications and contribute to Manchester's economic success. Ensuring our children are healthy, and not obese when reaching reception age (currently 24% of reception age children) contributes to school readiness and reduced school absence through poor health conditions.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Ensuring the best health of our children is critical in addressing inequalities and the wider determinants that cause poor health. It is essential that children and their families have access to good health care and that referral is in place for early and additional help.
A liveable and low carbon city: a destination of choice to live, visit, work	See Environmental Impact Assessment above.
A connected city: world class infrastructure and connectivity to drive growth	Our social prescribing model for weight management and physical activity makes significant use of digital technology to map activities and host on-line weight management groups. Our commissioning activity with nationally recognised providers bring a strength of infrastructure to our offer, providing over 200 venues in the city, seven days a week.

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Background documents (available for public inspection):

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

- Manchester Healthy Weight Strategy 2020-2025
- Manchester Population Health Plan (2018–2027)
- Manchester Joint Health and Wellbeing Strategy (2016-2025)
- Manchester's Park Strategy (2017–2027)
- Manchester Sport and Physical Activity Strategy
- Building Back Fairer – Tackling Health Inequalities in Manchester (2022)

1.0 Introduction

- 1.1 This report follows up progress on the five year Healthy Weight Strategy first reported to Health Scrutiny on 4 February 2020. The Strategy recognises the challenges faced by the city relating to the increasing weight of our population across the life course.
- 1.2 The Strategy advocated the use of ‘whole system’ approaches involving a wide-range of partners in developing services and influencing behaviour change to enable our residents to achieve and maintain healthy weight.
- 1.3 The Healthy Weight Strategy was brought to the Health & Wellbeing Board (HWB) on 18 March 2020 and was signed off by Executives (*Item 10- Healthy Weight Strategy*). A presentation was deferred, and the meeting may be better remembered as an emergency gathering of essential attendance only as the country prepared for unprecedented conditions and a period of lockdown.
- 1.4 The pandemic had a significant impact on lifestyle and obesity. This affected delivering key objectives within the Healthy Weight Strategy, including the ability to run weight management groups in community venues, provide physical activity sessions in gyms and leisure centres or outdoor access to green spaces.
- 1.5 However Population Health have worked through the pandemic and in the current recovery phase to maintain access to weight management intervention, commission new activity and deliver the Healthy Weight Strategy in neighbourhoods across the city.

2.0 Background

- 2.1 Obesity is a major health crisis countrywide and in Manchester 63% of adults (Active Lives Survey 2018) and 41% of children aged 10-11 years (National Child Measurement Programme (NCMP) 2020) were overweight or obese even prior to the COVID-19 pandemic, higher than the national average.
- 2.2 It is estimated that the cost of disease related to being overweight and obese in Manchester costs £185.1 million.
- 2.3 Being overweight or obese is associated with an increased risk of a number of common diseases and causes of premature death, including diabetes, cardiovascular disease and some cancers.
- 2.4 The “Marmot Review 10 Years on” identifies that the highest preventable mortality rates (obesity related deaths for example) occur in the poorest areas, and that these rates have increased for people aged 45-49 years where social and economic conditions undermine health over the last decade
- 2.5 The cost of living crisis will exacerbate the challenges of obesity. Before the pandemic, the Institute for Fiscal Studies had identified a 6% increase in households - living with less than 60% of the average national income.

- 2.6 New data on the percentage of adults (aged 18+) classified as overweight or obese based on the Active Lives Adult Survey from Sport England has been published by Office for Health Improvement and Disparities (OHID).
- 2.7 It shows that, in 2020/21, 61.7% of adults in Manchester were classified as overweight or obese compared with 63.5% of adults in England as a whole. The percentage of adults in Manchester classified as overweight or obese has increased very slowly, from 60.9% in 2018/19 to 61.0% in 2019/20 and 61.7% in 2020/21.
- 2.8 The figure for Manchester is the 3rd lowest in GM, after Trafford and Bury. The area with the highest percentage of adults classified as overweight or obese in GM is Wigan (73.7%). Manchester has the lowest percentage of adults classified as overweight or obese of any LA in the lowest decile of LAs (i.e. other similarly deprived areas). This may demonstrate successes in the approach Manchester has adopted having undertaken significant commissioning activity to develop our Adult weight management offer.

3.0 Commissioned Services

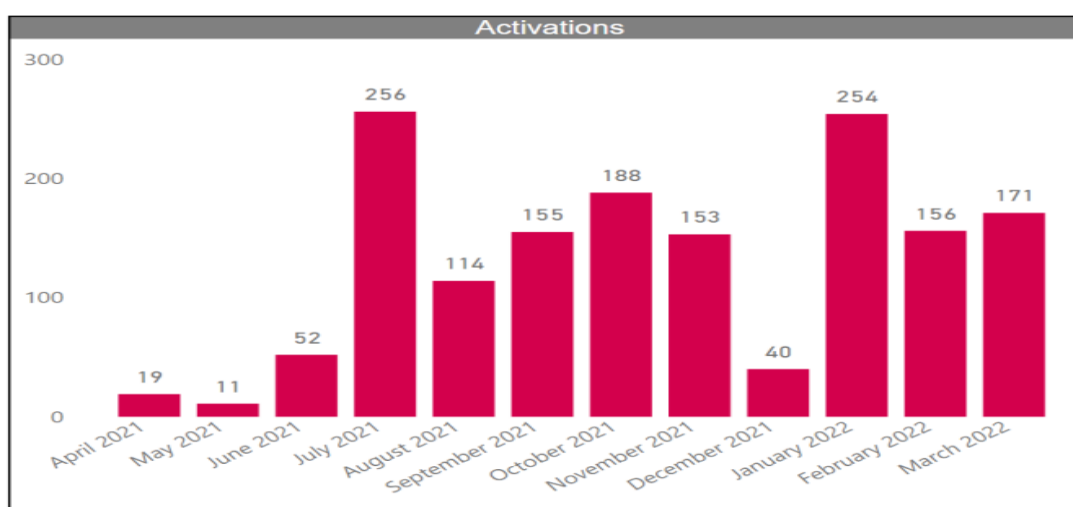
- 3.1 The Population Health Team is responsible for the overall Healthy Weight Strategy and the commissioning of services that deliver obesity prevention in Adults and Children. The Lead Commissioner is based within the Population Health Team, and commissions services at Tier Two and Tier Three.
- 3.2 The two commissioned services provide an offer for residents based on their Body Mass Index (BMI) and level of support required.
- Tier Two – Universal Service BMI 28>
 - Tier Three – Targeted Service BMI 35>
- 3.3 These services are communicated and regularly promoted across the city, through the GP Newsletter, social media and outreach approaches with neighbourhood teams.
- 3.4 Significant commissioning activity has taken place, from an initial decision to de-commission our Weight Management provider in 2018 alongside development of the Healthy Weight Strategy. New providers have been commissioned at Tier 2 and Tier 3 in 2019/20- 2020/21. This has increased referral volume, increased the number of community weight management groups across the city from four to over two hundred neighbourhood venues, while also delivering a substantial saving.

4.0 Tier Two Adult Weight Management Service (Slimming World)

- 4.1 The Tier Two Adult Weight Management Service is delivered by 'Slimming World'. The model is well-known and recognised. The provider offers a referral service that can be utilised by GPs and other Health Professionals. Manchester residents aged 16 and above receive a free voucher to access a

twelve-week intervention at any of 200 Slimming World groups in the city, seven days a week.

- 4.2 All referrals are triaged via our Be Well Social Prescribing Service. This enables residents to be screened for additional support (i.e. smoking cessation, counselling etc) as well as ensuring eligibility criteria is met.
- 4.3 This has become a very popular service. Word of mouth generates significant referral volume to the point that self-referral was introduced to alleviate requests for referral by GP.
- 4.4 In 2021-22 the service had 1,569 residents activate free vouchers to attend a Slimming World Group. Activation occurs when the resident attends their first session.



- 4.5 Monitoring demonstrates that 1,156 residents completed the intervention attending on average 9.2 weeks. 702 residents attended the whole 12 weeks.

Average Weight Loss 3%	Average Weight Loss 5%	Average Weight Loss 10%
593	337	52

The average weight loss was 7.8lb across the whole cohort and the average reduction in BMI was minus 1.3. Additional demographics for the service including locality, age and ethnicity is included as Appendix 1.

5.0 Adult Tier Two Weight Management Grant

- 5.1 Population Health commissioned the Slimming World on Referral Scheme based on a successful and cost-effective pilot in 2018/19. The service delivered a significant saving on our previous decommissioned service and was provided at a cost of £49,000 (£53.00 per intervention).

- 5.2 In January 2021 the Office for Health Improvement and Disparities (OHID) announced a national grant programme providing grant aid for Local Authorities to commission Tier Two Weight Management Services. No consultation took place, no application process or 'expression of interest' was required. Manchester was unexpectedly handed £497,000 for Tier Two Weight Management provision.
- 5.3 The funding could only be used to commission a service and fund individual referrals. With our service having already been put in place, this equated to funding for 9,377 residents to access vouchers.
- 5.4 This created significant pressure to upscale the capacity in the service, to triage referrals at Be Well and have space in community groups. Significant reduction to eligibility criteria needed to be communicated to referral partners. Monitoring requirements were made by OHID that did not match those already in place. The introduction of a QR code questionnaire opened the scheme to inappropriate and out of area referral, which needed additional eligibility checking.
- 5.5 On 30th April 2022, a national webinar was planned in which 2022/23 grant allocation and monitoring requirements would be announced. Like other local authorities we had attended numerous webinars with OHID regarding 'next year allocations'. However, unfortunately, it was announced that the funding programme had been withdrawn.
- 5.6 While this has been a very challenging and frustrating experience, it is fortunate that we have been able to recover our service, maintain a referral volume appropriate to the level of need and deal with the withdrawal of such a significant amount of funding due to our prudent financial management. Unlike regional and national colleagues, we have not had to decommission services or make redundancy following the unexpected announcement.

6.0 Tier Three Adult Weight Management Service (MoreLife UK)

- 6.1 The Adult Tier Three Weight Management Service is delivered by More Life UK. It is commissioned on a GM Footprint with Salford CCG as the lead commissioner. Manchester City Council buy into the service with Stockport CCG, Bury CCG and Tameside and Glossop CCG.
- 6.2 MoreLife UK are based with the National Institute for Obesity Studies at Leeds Beckett University. The Obesity Institute have provided Government guidance on the development of 'whole system approaches' to reducing obesity.
- 6.3 The Tier Three Service is a multi-disciplinary support for residents who are BMI 35[>] and above. It is a group-based programme that is built on psychological issues related to weight management as well as complex co-morbidities and dietetic support.
- 6.4 Referral into the Tier Three service is by GP only. In 2021/22 the service received 2,201 referrals from Manchester GPs from a total of 5,220 across the GM partner areas.

- 6.5 Manchester provides the highest volume of referrals into the service. Covid delay has created waiting lists for the intervention though Manchester commissioners have supported additional capacity in the service with covid-recovery funding to reduce waiting times and faster triage.
- 6.6 We are currently working with our Manchester Hospitals Foundation Trust (MFT) Medicines Management and GP colleagues to introduce the Saxenda pathway. This will enable the prescribing of Liraglutide to eligible residents. Liraglutide is a recommended option for managing obesity and excess weight alongside a reduced-calorie diet and increased physical activity in adults, only if they have a body mass index (BMI) of at least 35 kg/m².

7.0 Neighbourhood delivery

- 7.1 In July 2021, Population Health appointed a Project Manager to work across neighbourhoods to support delivery of the Healthy Weight Strategy and embed referral pathways for weight management support.
- 7.2 This role has enabled Population Health to work alongside Integrated Neighbourhood Teams, Health Development Co-ordinators, Health Centres and Community Venues, developing new provision and offering residents a route into adopting a healthier lifestyle.
- 7.3 In Woodhouse Park and Northenden, Health Development Co-ordinators have received £4,00 funding and had support from the Project Manager to develop *Eat Well, Move More, Feel Better*. This is a specially devised programme working with a range of key stakeholders including schools, Everyone Active and the School Nurse Service. The service engages families to participate in creating healthy meals and joining in a physical activity programme.
- 7.4 In Cheetham Hill and Levenshulme, we have commissioned *Bollyfit* to deliver two programmes to engage Asian women in physical activity and develop pathways for under-represented communities to access our Tier Two Weight Management offer.
- 7.5 A multi-agency Healthy Weight Strategy Network group has been created, led by Population Health, it has representation from over fifteen groups in the city and has born the development of a Healthy Weight Strategy newsletter, which promotes the various activity taking place in the city to promote the four strategic objectives (Appendix 2)
- 7.6 A key partner in delivering the Physical Activity element of the Healthy Weight Strategy are MCRactive. MCRactive's vision is to ensure all residents are active across the life course and there deliver a number of initiatives and investment streams supporting the Healthy Weight strategy.
- 7.7 The Health & Art programme recognises that physical activity interventions in isolation, seldom work. This has been reflected in a pilot project which has

been developed with MCRactive, Manchester Museum, Robert Derbyshire Practice, Manchester Local Care Organisation and Birch Community Centre.

- 7.8 Physical activity sessions are delivered at the community centre alongside other interventions, including workshops for diabetes patients. The use of a single venue for all providers reduces barriers to participation, ensures services overlap and provide opportunity for onward referral and information sharing.
- 7.9 Participants are identified through their GP (Robert Derbyshire Practise) and since the launch in June 2022, 30 women have enrolled and engaged. RDP now has a waiting list demonstrating demand for further support and provision of this type. Four more GP practices in Central who have engaged with MCRactive are being supported to develop similar provision.
- 7.10 The Be You Programme provides advice to participants to improve their health, MCRactive contribute a 12 week Physical Activity programme which compliments the intervention. This is followed up by support from GLL (Greenwich Leisure Limited) who provide a two-year reduced membership for access to Manchester leisure centres.
- 7.11 A bespoke offer is in place for pregnant women in Manchester. The Healthy Pregnancy programme involves physical activity, Early Years and Maternity providers offering classes, capped at £3 per session including Yoga, Pilates and general fitness. Pregnant women are also eligible for referral to our commissioned weight management offer at Tier Two and Three.
- 7.12 Active Mums Manchester' is a constituted group established with support from MCRactive. The group delivers walking sessions and dance classes as part of a wide family offer. MCRactive have recently introduced a digital quality assurance platform to maintain standards in social prescribing for physical activity.

8.0 Food Active! Healthy Weight Declaration

- 8.1 *Food Active!* is a healthy weight programme delivered by the Health Equalities Group, commissioned by local authorities, public health teams, NHS organisations and OHID at both a regional and national level.
- 8.2 In 2015, *Food Active!* developed the Local Authority Declaration on Healthy Weight. Initially created as a North West initiative, it has grown into a nationally recognised, strategic system-wide commitment. Adopted by a large number of councils across the country, it represents a pledge across all council departments to reduce unhealthy weight in local communities, protect the health and wellbeing of residents and to make an economic impact on health and social care.
- 8.3 An initial draft for a Manchester pledge was due to be presented at the Covid-impacted Health & Wellbeing Board in March 2020. We have now revisited this draft with strategic partners with a view to adopting a Manchester Healthy

Weight Declaration and having a corporate launch to focus attention on 'whole system' multi-agency responsibility.

8.4 The Declaration outlines a number of key pledges that the city will adopt to enable our residents to live a Healthy Lifestyle. This is then signed by City Leaders in a demonstration of commitment. (Appendix 3)

8.5 The Manchester Healthy Weight Declaration makes these pledges;

Reducing food poverty challenge our consumer culture, understand the social and emotional links to food and support change in behaviours

Increasing opportunities for physical activity in all daily lives, reducing sedentary behaviour.

Ensuring that the built and natural environment is developed to promote and enable physical activity and healthy food choices

Commissioning services and developing partnerships that enable identification and early intervention for vulnerable children and adults

8.6 The final version of the Healthy Weight Declaration will be signed off by the Manchester Health and Wellbeing Board. The declaration will require the commitment of senior leads from the organisations they represent, to promote healthy weight and improve health and wellbeing in the city.

9.0 Recommendations

9.1 The Committee is asked to note the report and comment on the draft *Food Active!* Manchester Healthy Weight Declaration.