

Isle of Wight Council

Business Case for stop smoking and weight management services

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1. Summary

1.1 The Isle of Wight population experiences a high burden of poor health from smoking and excess weight (obesity and overweight). The IOWC has responsibility for stop smoking and some weight management services, which are described as behaviour change lifestyle service.

1.2 Behaviour change lifestyle services are currently provided on the Isle of Wight by the in-house Wellbeing Service. The service does not currently meet the needs of the Island as defined by the proportion of the population able to access the service, or the number of positive health outcomes achieved. The current budget for these services is insufficient to meet these needs.

1.3 An additional £117,150 required to meet needs. This consists of £84,650 for stop smoking services and £32,500 for weight management services.

1.4 Decision required

The IOWC is asked for a decision to either:

- Invest an additional £117,150 for a behaviour change lifestyle service, which includes stop smoking and weight management services.
- Invest an additional £84,650 for stop smoking services only.

1.5 Recommendation

The Isle of Wight Council identifies an additional £117,150 of the public health grant to fund stop smoking and tier 2 weight management services.

2. Background – the case for change

Smoking and health on the Isle of Wight

- 2.1 Smoking prevalence on the Isle of Wight is 13.2%, which is similar to both the South East and England averages. This average rate masks great variation within the population. Over half (52.2%) of people in routine and manual occupations on the island smoke, and people with a severe mental illness are almost three times more likely to smoke than the general population.
- 2.2 The Isle of Wight has much higher rates of smoking in pregnancy (14.5%) compared to both the South East (9.9%) and English (10.8%) rates. The STP target is to reduce the prevalence of smoking in pregnancy to 6% or less by the end of 2022.
- 2.3 Smoking in pregnancy increases the risk of a range of poor pregnancy outcomes including miscarriage, stillbirth, premature birth, neonatal complications, low birth weight and sudden infant death syndrome (cot death). The Isle of Wight has significantly higher rates of premature births than the South East and England.
- 2.4 Smoking attributable mortality rates on the Isle of Wight are significantly higher than the South East, especially smoking related deaths from heart disease. Potential years of life lost to smoking related illness are also higher than the South East.
- 2.5 Smoking causes a significant amount of poor health and premature death on the Isle of Wight and should be a priority for action for the health and care system.

Excess weight (overweight and obesity)

- 2.6 Almost two thirds of adults (62.3%) on the Isle of Wight are overweight or obese, which is similar to both the South East and England rates.

IOWC responsibilities

- 2.7 Local authorities are responsible for stop smoking services and interventions and Tier 2 obesity services. Both services are a non-prescribed public health function, against which Local Authorities have to report spend as a condition of the public health grant.
- 2.8 There have been indications from local and national networks that stop smoking services may become a mandatory function for Local Authorities in 2020/21. If this service is not invested in, there is a risk that the IOWC will have to find funding for this service in future.

3. The current service

- 3.1 Lifestyle behaviour change services have been provided exclusively through the in-house well-being service since January 2017. The service provides behaviour change support for smoking, weight management and physical activity.
- 3.2 A review of need, current service provision and audit of the well-being service established that the current service is not meeting the needs of the Island's

population in terms of the number of residents supported, addressing inequalities and improving health outcomes. The current service sees around a fifth (21%) of the estimated need for stop smoking services and just over half (54%) of estimated need for weight management services.

3.3 The current stop smoking service does not follow evidence-based guidelines with respect to stop smoking pharmaceuticals. This means that Island residents do not have access to the same level of clinically effective and cost-effective stop smoking medication as residents in other parts of the country.

4. Evidence for interventions

4.1 The evidence base for stop smoking services is clear. Smokers who receive a combination of pharmacotherapy and skilled behavioural support are up to four times as likely to quit successfully compared to no support or over the counter nicotine replacement therapy. Providing support for smokers to quit is highly cost effective.

4.2 A tiered approach to stop smoking services is used by many local Authorities facing budgetary constraints. This model aims to maintain provision of cost-effective support for quitting, with priority groups offered the most intensive and effective interventions to manage risks of exacerbating health inequalities. It also offers smokers choice based on their preferences and commitment levels

4.3 The evidence for different approaches to delivering weight management services has not been quantified in the same way as stop smoking services. However, the evidence for interventions clearly states the components and that services should include and some criteria which they should meet.

5. Finance

5.1 The cost of an evidence-based stop smoking service to meet the needs of the Isle of Wight's population has been estimated as £203,000

5.2 The cost of an evidence-based weight management service to meet the needs of the Isle of Wight's population has been estimated at £32.5k.

5.3 The 2019/20 budget for well-being services, which includes stop smoking, weight management and physical activity services is £118,370 a year. Most of this budget is for staff costs and the stop smoking pharmaceuticals budget.

5.4 In order to provide an evidence-based stop smoking and well-being service, an additional budget of £117,150 a year is required.

6. Options

6.1 The options for the future of lifestyle behaviour changes on the Isle of Wight are:

Option 1 - To continue service as it is. Additional funding - £0.

Risks

- The current service is not meeting the needs of the population.
- The current service is too small to provide a resilient service and is not sustainable.

This option is not recommended and is not considered further.

Option 2 - To stop providing lifestyle wellbeing services altogether. Cost saving of £118,370 per year.

Risks

- Stop smoking and weight management services will not meet the needs of the population. These are public health priority areas as outlined in the paper.
- Negative impact is greatest on those from areas of highest deprivation therefore widening the inequality gap.
- There would be no preventative service for partners (particularly primary care) to refer people who are at high risk of avoidable illness (such as heart attacks, strokes, high blood pressure, diabetes, cancer).
- This option has significant reputational risks. It sends a negative message to partners, particularly NHS colleagues who will be expecting leadership from public health with respect to these areas which have been prioritised within the NHS plan.
- Stop smoking services may become mandated by Public Health England in future, therefore the funding may need to be fund anyway.
- Full consultation required to stop the existing service. This would include consultation with IOW Trust, CCG and primary care to ensure the resultant gaps in care pathways are fully understood.

This option is not recommended and is not considered further.

Option 3 - To provide stop smoking services only and stop providing weight management services. Additional funding required £84,650.

Risks

- Weight management services will not meet the needs of the population. These are public health priority areas as outlined in the paper.
- Negative impact is greatest on those from areas of highest deprivation therefore widening the inequality gap.
- Significant reputational risks, in particular with NHS colleagues.
- Additional costs to other parts of the health and care system, both the NHS through increased demand for specialist weight management services and weight related adult social care costs.

This option is not recommended.

Option 4 - To provide both stop smoking and weight management services. Additional funding required £117,150.

Risks

- Unable to identify provider within estimated budget required. A best estimate of required budget has been made using a variety of methods.
- Lack of demand for services from the population and partners. Mitigated through service specification

Recommended option.

7. Discussion

7.1 If limited additional budget is available, it is recommended that the service focuses on a stop smoking only model, because:

- There is insufficient budget to deliver both weight management and stop smoking services in an evidence-based way within the current budget.
- The evidence for interventions is stronger for stop smoking services compared to weight management services.
- Attempting to deliver both a weight management and stop smoking service within the current budget will not provide a stop smoking service that falls far short of evidence-based guidelines with a risk of exacerbating health inequalities.

7.2 The proposed model ensures the Isle of Wight Council meets its responsibilities with respect to stop smoking and weight management services. The stop smoking support will include a digital component of triage, signposting and information giving. This aligns to the council's digital strategy and provides good value for money.

7.3 If we are to stop either or both stop smoking and weight management services a full consultation would be required, and we would need to work with the CCG and primary care to ensure the resultant gaps in care pathways are fully understood.

8. Conclusions and recommendation

8.1. The current Wellbeing Service is not meeting the needs for lifestyle behaviour change services on the isle of Wight.

8.2 Two realistic options are available:

- Increase the budget by £117,150 per annum in order to commission an evidence-based stop smoking service and a tier 2 weight management service. This is the preferred option.
- Increase the budget by £84,650 and commission Stop Smoking Service only with no tier 2 weight management services. This would leave no

referral pathway for prevention of long-term conditions related to overweight and obesity, therefore this option is not recommended.

8.3 It is recommended that the Isle of Wight Council identifies an additional £117,150 of the public health grant to fund stop smoking and tier 2 weight management services.