

Scrutiny Inquiry Panel - Tackling Childhood Obesity in Southampton

Tuesday, 17th December, 2019
at 5.30 pm

PLEASE NOTE TIME OF MEETING

Conference Room 3 - Civic Centre

This meeting is open to the public

Members

Councillor Coombs
Councillor Harwood
Councillor Houghton
Councillor Professor Margetts
Councillor McEwing
Councillor T Thomas
Councillor Vaughan

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Contact

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PUBLIC INFORMATION

Role of Scrutiny Panel Inquiry – Tackling Childhood Obesity in Southampton

The Overview and Scrutiny Management Committee have instructed the Scrutiny Panel to undertake an inquiry into tackling childhood obesity in Southampton.

Purpose: To identify opportunities to reduce childhood obesity in Southampton.

Use of Social Media:- The Council supports the video or audio recording of meetings open to the public, for either live or subsequent broadcast. However, if, in the Chair's opinion, a person filming or recording a meeting or taking photographs is interrupting proceedings or causing a disturbance, under the Council's Standing Orders the person can be ordered to stop their activity, or to leave the meeting. By entering the meeting room you are consenting to being recorded and to the use of those images and recordings for broadcasting and or/training purposes. The meeting may be recorded by the press or members of the public. Any person or organisation filming, recording or broadcasting any meeting of the Council is responsible for any claims or other liability resulting from them doing so. Details of the Council's Guidance on the recording of meetings is available on the Council's website.

The [Southampton City Council Strategy \(2016-2020\)](#) is a key document and sets out the four key outcomes that make up our vision.

- Southampton has strong and sustainable economic growth
- Children and young people get a good start in life
- People in Southampton live safe, healthy, independent lives
- Southampton is an attractive modern City, where people are proud to live and work

Public Representations

At the discretion of the Chair, members of the public may address the meeting about any report on the agenda for the meeting in which they have a relevant interest.

Smoking policy – the Council operates a no-smoking policy in all civic buildings.

Mobile Telephones – please turn off your mobile telephone whilst in the meeting.

Fire Procedure – in the event of a fire or other emergency a continuous alarm will sound and you will be advised by Council officers what action to take.

Access – access is available for the disabled. Please contact the Democratic Support Officer who will help to make any necessary arrangements.

Dates of Meetings: Municipal Year 2019/2020

29 October 2019
26 November 2019
17 December 2019
28 January 2020
25 February 2020
8 April 2020

CONDUCT OF MEETING

TERMS OF REFERENCE

The general role and terms of reference of the Overview and Scrutiny Management Committee, together with those for all Scrutiny Panels, are set out in Part 2 (Article 6) of the Council's Constitution, and their particular roles are set out in Part 4 (Overview and Scrutiny Procedure Rules – paragraph 5) of the Constitution.

BUSINESS TO BE DISCUSSED

Only those items listed on the attached agenda may be considered at this meeting.

RULES OF PROCEDURE

The meeting is governed by the Council Procedure Rules and the Overview and Scrutiny Procedure Rules as set out in Part 4 of the Constitution.

QUORUM

The minimum number of appointed Members required to be in attendance to hold the meeting is 3.

DISCLOSURE OF INTERESTS

Members are required to disclose, in accordance with the Members' Code of Conduct, **both** the existence **and** nature of any "Disclosable Pecuniary Interest" or "Other Interest" they may have in relation to matters for consideration on this Agenda.

DISCLOSABLE PECUNIARY INTERESTS

A Member must regard himself or herself as having a Disclosable Pecuniary Interest in any matter that they or their spouse, partner, a person they are living with as husband or wife, or a person with whom they are living as if they were a civil partner in relation to:

- (i) Any employment, office, trade, profession or vocation carried on for profit or gain.
- (ii) Sponsorship:

Any payment or provision of any other financial benefit (other than from Southampton City Council) made or provided within the relevant period in respect of any expense incurred by you in carrying out duties as a member, or towards your election expenses. This includes any payment or financial benefit from a trade union within the meaning of the Trade Union and Labour Relations (Consolidation) Act 1992.

(iii) Any contract which is made between you / your spouse etc (or a body in which the you / your spouse etc has a beneficial interest) and Southampton City Council under which goods or services are to be provided or works are to be executed, and which has not been fully discharged.

(iv) Any beneficial interest in land which is within the area of Southampton.

(v) Any license (held alone or jointly with others) to occupy land in the area of Southampton for a month or longer.

(vi) Any tenancy where (to your knowledge) the landlord is Southampton City Council and the tenant is a body in which you / your spouse etc has a beneficial interests.

(vii) Any beneficial interest in securities of a body where that body (to your knowledge) has a place of business or land in the area of Southampton, and either:

- a) the total nominal value for the securities exceeds £25,000 or one hundredth of the total issued share capital of that body, or
- b) if the share capital of that body is of more than one class, the total nominal value of the shares of any one class in which you / your spouse etc has a beneficial interest that exceeds one hundredth of the total issued share capital of that class.

Other Interests

A Member must regard himself or herself as having an 'Other Interest' in any membership of, or occupation of a position of general control or management in:

Any body to which they have been appointed or nominated by Southampton City Council

Any public authority or body exercising functions of a public nature

Any body directed to charitable purposes

Any body whose principal purpose includes the influence of public opinion or policy

Principles of Decision Making

All decisions of the Council will be made in accordance with the following principles:-

- proportionality (i.e. the action must be proportionate to the desired outcome);
- due consultation and the taking of professional advice from officers;
- respect for human rights;
- a presumption in favour of openness, accountability and transparency;
- setting out what options have been considered;
- setting out reasons for the decision; and
- clarity of aims and desired outcomes.

In exercising discretion, the decision maker must:

- understand the law that regulates the decision making power and gives effect to it. The decision-maker must direct itself properly in law;
- take into account all relevant matters (those matters which the law requires the authority as a matter of legal obligation to take into account);
- leave out of account irrelevant considerations;
- act for a proper purpose, exercising its powers for the public good;
- not reach a decision which no authority acting reasonably could reach, (also known as the "rationality" or "taking leave of your senses" principle);
- comply with the rule that local government finance is to be conducted on an annual basis. Save to the extent authorised by Parliament, 'live now, pay later' and forward funding are unlawful; and
- act with procedural propriety in accordance with the rules of fairness.

AGENDA

1 APOLOGIES AND CHANGES IN PANEL MEMBERSHIP (IF ANY)

To note any changes in membership of the Panel made in accordance with Council Procedure Rule 4.3.

2 DISCLOSURE OF PERSONAL AND PECUNIARY INTERESTS

In accordance with the Localism Act 2011, and the Council's Code of Conduct, Members to disclose any personal or pecuniary interests in any matter included on the agenda for this meeting.

3 DECLARATIONS OF SCRUTINY INTEREST

Members are invited to declare any prior participation in any decision taken by a Committee, Sub-Committee, or Panel of the Council on the agenda and being scrutinised at this meeting.

4 DECLARATION OF PARTY POLITICAL WHIP

Members are invited to declare the application of any party political whip on any matter on the agenda and being scrutinised at this meeting.

5 STATEMENT FROM THE CHAIR

6 MINUTES OF THE PREVIOUS MEETING (INCLUDING MATTERS ARISING) (Pages 1 - 6)

To approve and sign as a correct record the Minutes of the meeting held on 26 November 2019 and to deal with any matters arising.

7 UNDERSTANDING LOCAL ENVIRONMENTAL INFLUENCES ON CHILDHOOD OBESITY - THE ACTIVE ENVIRONMENT (Pages 7 - 10)

Report of the Director, Legal and Governance requesting that the Panel consider the comments made by the invited guests and use the information provided as evidence in the review.

Monday, 9 December 2019

Director of Legal and Governance

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SCRUTINY INQUIRY PANEL - TACKLING CHILDHOOD OBESITY IN SOUTHAMPTON
MINUTES OF THE MEETING HELD ON 26 NOVEMBER 2019

Present: Councillors Coombs, Harwood, Houghton, Professor Margetts and McEwing

Apologies: Councillors T Thomas and Vaughan

4. **APOLOGIES AND CHANGES IN PANEL MEMBERSHIP (IF ANY)**

The apologies of Councillor T Thomas and Councillor Vaughan were noted.

5. **MINUTES OF THE PREVIOUS MEETING (INCLUDING MATTERS ARISING)**

RESOLVED that the minutes of the meeting held on 29 October 2019 be approved and signed as a correct record.

6. **UNDERSTANDING LOCAL ENVIRONMENTAL INFLUENCES ON CHILDHOOD OBESITY - THE FOOD ENVIRONMENT**

The Panel considered the report of the Director, Legal and Governance requesting that the Panel consider the comments made by the invited guests and use the information provided as evidence in the review.

Following discussion with invited representatives the following information was received:

The role of public policy in healthy food environments – Professor Corinna Hawkes, Director of the Centre for Food Policy, City, University of London

- A presentation was delivered by Professor Corinna Hawkes providing an overview of the role of public policy in creating healthy food environments.
- Key points raised in the presentation included the following:
 - A healthy food environment is one that looks like the food we should be eating, with the onus on available, affordable, appealing and acceptable healthy food and drinks.
 - National policy can change environments to support norms resulting in change for people & businesses.
 - 6 key food environment policy areas (within Nourishing framework). Policy initiatives within Chapters 1-3 of the Childhood Obesity Plan seek to improve the food policy environment around labelling, public institutions, fiscal tools, marketing and food supply.
 - Some initiatives have a greater impact in practice than others – eg: Improve food offer in schools may be undermined by food environment outside schools and at home, whereas the Soft Drinks Industry Levy has been effective (mandatory more effective than voluntary initiatives).
 - Initiatives regarding food retailing and neighbourhood policies are missing at the national level – Role for local and national government around neighbourhood planning and infrastructure, supporting alternative food provisioning models and inside store environments eg - The Healthier Catering Commitment for London – www.healthiercateringcommitment.co.uk

- Any approach needs to take into account people's lived experience of food environments and understanding how people respond to policy changes – Need to develop approaches that meet local needs from a child's perspective.
- Parents trying to cope with the reality of their lives are not bad parents.
- Often children are not exposed to healthy food at home so when they see fruit and veg at early years or school settings they resist. This increases health inequalities. Training children's taste preferences can help to make healthy foods more appealing (initiatives such as TasteEd <https://www.tasteeducation.com> based on the Sapere method that teachers are trained to deliver). Relevant for SCC's Feed the Future initiative to provide free fruit, vegetables and yoghurt to school children up to the age of 11 years.
- National policy requires food skills (food tech) to be taught in secondary schools. It doesn't begin in early years or primary schools.
- Build upon existing community assets and actions – Improve existing initiatives and prioritise approaches as recommended by Public Health England's Whole Systems Approach.
- In summary - A small number of national policies needed for norms to change for people and businesses.
- Policies that work for people start with understanding the context – the reality of people's lives.
- Local government can both complement & lead national policy by building on assets with actions tailored to their populations.

Understanding local environmental influences on childhood obesity – Professor Janis Baird, Professor of Public Health and Epidemiology at the University of Southampton & Dr Christina Vogel, Principal Research Fellow in Public Health Nutrition at the University of Southampton.

- Presentations were delivered by Professor Janis Baird and Dr Christina Vogel developing the Panel's understanding of local environmental influences on childhood obesity.
- Key points raised in the presentation included the following:
 - Women tend to be the gatekeepers for food choices within the family and the health of women before, during and after pregnancy is linked to obesity.
 - A number of early life risk factors exist for childhood overweight/obesity.
 - Southampton Women's Survey – Education is the biggest predictor of quality of diet. Inequalities in mothers diet is perpetuated in the child. Diet tracks through childhood. Babies with poor diets tended to have poor diets at age 9.
 - The Women's Survey identified a number of reasons why some women have poorer diets. These include convenience, cost, waste when child not willing to eat healthy foods, promotions on unhealthy foods.
 - Information/media campaigns largely ineffective among disadvantaged groups. Effective interventions for disadvantaged groups address environmental and social determinants.
 - Access to fast food is much more prevalent in deprived environments. 45% increase in fast-food outlets in the UK over the last 18 years. Deprived areas have had the greatest increase.

- 43% of local food outlets in the Solent area are fast food outlets. Most children aged 6 years have over 10 fast-food outlets around their home and school. Only 1% of women with young children in Hampshire and IOW have greater access to healthy, rather than unhealthy, food outlets in their daily activities.
- Greater access to healthy speciality stores around home and school associated with better quality diet at 6 years.
- Greater maternal access to fast food outlets linked to poorer bone health at birth; healthy speciality stores linked to better bone health at 4 years.
- Diets of women with degree qualifications show less susceptibility to unhealthy food environments than those with low education levels.
- Modern in-store environment - Healthier diets cost more than nutrient poor, energy dense diets (25% of families have to spend 25% of disposable income to meet Eatwell guidelines).
- Portion sizes of unhealthy foods have increased significantly.
- Southampton's most deprived neighbourhoods have stores with poorer quality fruit and vegetables & fewer varieties of healthy foods.
- Discount and small supermarkets have poorest in-store environments.
- Supermarket environments have a stronger influence on the diets of women from disadvantaged backgrounds.
- Diet and BMI of individuals with low educational attainment showed greater susceptibility to poorer spatial and supermarket environments.
- Local evidence shows fewer varieties and poorer quality of healthy foods in deprived neighbourhoods.
- Advocate targeted interventions for high risk groups.
- No equality of opportunity if mum has a poor diet.
- Planning opportunities - Use local planning laws to restrict proliferation of fast food outlets. Consider introducing restrictions on fast food outlet numbers in areas of high deprivation. Incentives for new healthy specialty retailers to open. Drinking water fountains in popular public areas.
- In-store - Moderate evidence across settings that subsidies on healthy foods increase their purchase and intake – Southampton study showed that price promotion increased salads and veg consumed by 4 additional portions each week and better quality of diet for children.
- Good evidence that price increases on unhealthy food improve dietary behaviours.
- In-store opportunities include - Incorporate healthy in-store activities in Environmental Health & Safety audits; Encourage use of shelf prompts to promote healthy foods.
- Culture – Need to learn more about the impact of migrant communities.
- Self-efficacy (confidence to eat healthily) is key to healthy diets. Studies are looking at interventions that empower women and give confidence to change behaviour.
- Some supermarkets are improving the in-store environment but investment required from retailer and need to be persuaded that it will not impact negatively on profit margin.

Takeaway planning policy in the UK: Evidence, precedent and local data – Dr Tom Burgoine, Centre for Diet & Activity Research, University of Cambridge

- A presentation was delivered by Dr Tom Burgoine outlining the links between takeaways, deprivation and obesity.
- Key points raised in the presentation included the following:
 - £28bn spent annually on takeaway food in GB - 29% increased out of home food expenditure in last decade. Consumption peak is older childhood.
 - Regular takeaway visits and frequent takeaway consumption associated with excess weight gain over time.
 - No systematic review that can quantify the overall 'effect' of takeaway access on diet / weight / health. Study identified if exposed to more takeaways consumption of takeaway food increased by 6g per day and increased body weight. Neighbourhoods have the potential to shape diet and body weight.
 - Relationship between exposure and consumption differs according to education. Evidence that groups of lower socioeconomic status may be more vulnerable to unhealthy environments.
 - Takeaway foods are marketed towards children, discounted for children and clustered around schools.
 - A quarter of all eateries in England are fast food outlets. Across England, 10% increase in takeaways over 5 years. Population growth over this time in England has been 2.3%. 14% increase in takeaways in Southampton.
 - Deprived areas have more takeaways than less deprived areas. The relationship between takeaways and deprivation strengthened from 2012 to 2015. Neighbourhood effects play into social inequalities, for example through inequitable access to takeaways.
 - Planning policies exist to help manage increase in exposure to takeaways. The NPPF (National Planning Policy Framework) makes it clear that local authorities have a responsibility to promote healthy communities.
 - The planning system is being used as a form of public health intervention. 56 of 325 local authorities have a specific health focus in their local plan. Interventions mostly focus on schools, including exclusion zones in 44 authorities. Tied to the perception of children as vulnerable. Not actively reducing number of takeaways just capping at existing levels.
 - FEAT tool (Food Environment Assessment Tool - www.feat-tool.org.uk) allows mapping, measuring and monitoring of neighbourhood food access. Local data (with scientific evidence and support) are important to make the case for action.
 - Research has not been undertaken to identify the impact of the planning restrictions on takeaways on the diet/weight of the local population.
 - Not seen a planning document restricting access to convenience stores in UK. Need more research to identify if planning restrictions on takeaways are shifting the problem elsewhere.
 - Opportunity to evaluate the impact of actions to evidence effectiveness of approaches.

RESOLVED that the comments and presentations made by Professor Corinna Hawkes, University of London, Professor Janis Baird and Dr Christina Vogel, University of Southampton and Dr Tom Burgoine, University of Cambridge be noted and used as evidence in the review.

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Agenda Item 7

DECISION-MAKER:	SCRUTINY INQUIRY PANEL		
SUBJECT:	UNDERSTANDING LOCAL ENVIRONMENTAL INFLUENCES ON CHILDHOOD OBESITY - THE ACTIVE ENVIRONMENT		
DATE OF DECISION:	17 DECEMBER 2019		
REPORT OF:	DIRECTOR – LEGAL AND GOVERNANCE		
<u>CONTACT DETAILS</u>			
AUTHORS:	Name:	Mark Pirnie Ravita Taheem	Tel: 023 8083 3886 023 8083 3020
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STATEMENT OF CONFIDENTIALITY			
None			
BRIEF SUMMARY			
<p>In accordance with the inquiry plan, for the third meeting of the ‘Tackling childhood obesity in Southampton Inquiry’ the Panel will be considering local environmental influences on childhood obesity, focusing on the active environment. Key issues to be discussed include:</p> <ul style="list-style-type: none"> • What do we understand about physical activity levels of children in Southampton? • How can planning policy be used to create a healthy weight environment? • How do Southampton’s planning and transport policies support a healthy weight environment? 			
RECOMMENDATIONS:			
	(i)	The Panel is recommended to consider the comments made by the invited guests and use the information provided as evidence in the review.	
REASONS FOR REPORT RECOMMENDATIONS			
1.	To enable the Panel to compile a file of evidence in order to formulate findings and recommendations at the end of the review process.		
ALTERNATIVE OPTIONS CONSIDERED AND REJECTED			
2.	None		
DETAIL (Including consultation carried out)			
3.	For the third meeting of the inquiry the Panel will be developing their understanding of how the local environment influences childhood obesity, with a specific focus on the active environment.		

4.	<p>A number of guests have been invited to provide the Panel with an insight into the issues:</p> <ul style="list-style-type: none"> • Helen Fisher - Strategic Lead for Physical Activity & Health, Energise Me. Energise Me belong to a national network of Active Partnerships across England. The objective of Energise Me is to promote community participation in sport and healthy recreation for the benefit of everyone living in Hampshire and the Isle of Wight. Helen will provide the Panel with an overview of physical activity levels among children in Southampton. • Angela Baker - Public Health England, Deputy Director South East. Angela will be outlining how the design of our neighbourhoods can influence physical activity levels. • Paul Barton – Interim Service Lead, Infrastructure, Planning and Development, Southampton City Council. Paul will provide the Panel with an overview of how the Council’s Planning function supports a healthy weight environment in Southampton. • Neil Tuck –Sustainable City Team Leader, Southampton City Council. Neil will inform the Panel of the initiatives being delivered in Southampton to increase active travel (cycling, walking and use of public transport). • Lindsay McCulloch – Team Leader, Education and Ecology, Southampton City Council. Lindsay will be informing the Panel about the opportunities for children to access and engage with the natural environment in our city.
5.	The guests invited to present information at the meeting will take questions from the Panel relating to the evidence provided. Copies of any presentations will be made available to the Panel.
RESOURCE IMPLICATIONS	
<u>Capital/Revenue</u>	
6.	N/A
<u>Property/Other</u>	
7.	N/A
LEGAL IMPLICATIONS	
<u>Statutory power to undertake proposals in the report:</u>	
8.	The duty to undertake overview and scrutiny is set out in Part 1A Section 9 of the Local Government Act 2000.
<u>Other Legal Implications:</u>	
9.	None
RISK MANAGEMENT IMPLICATIONS	
10.	None
POLICY FRAMEWORK IMPLICATIONS	

11.	None
KEY DECISION	No
WARDS/COMMUNITIES AFFECTED:	None directly as a result of this report
<u>SUPPORTING DOCUMENTATION</u>	
Appendices	
1.	None
Documents In Members' Rooms	
1.	None
Equality Impact Assessment	
Do the implications/subject of the report require an Equality and Safety Impact Assessments (ESIA) to be carried out?	No
Data Protection Impact Assessment	
Do the implications/subject of the report require a Data Protection Impact Assessment (DPIA) to be carried out?	No
Other Background Documents: Equality Impact Assessment and Other Background documents available for inspection at:	
Title of Background Paper(s)	Relevant Paragraph of the Access to Information Procedure Rules / Schedule 12A allowing document to be Exempt/Confidential (if applicable)
1.	

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