

**Report of Director of Public Health
Report to Executive Board**

Janice Burberry – Head of Public Health

Date: 19th September 2018

Subject: Local Authority Healthy Weight Declaration (HWD)

Are specific electoral wards affected? If yes, name(s) of ward(s):	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for call-in?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, access to information procedure rule number: Appendix number:	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No

Summary of main issues

1. The Local Authority Healthy Weight Declaration (HWD) has been designed to support Local Government to demonstrate its commitment and responsibility to develop and implement policies which promote healthy weight.
2. Overweight and obesity increase the risk of serious health problems, including disability, disease and death, and have substantial long-term economic, wellbeing and social costs. In Leeds, 1 in 5 children start primary school overweight or obese, and 1 in 3 children leave primary school overweight or obese which is similar to regional and national rates. In addition nearly two thirds of adults in Leeds are overweight or obese, which is higher than the England average.
3. The obesity rate for Leeds Reception children has followed a downward trend from 10.3% in 2008/09 to 8.6% in 2016/17. For the last three years Leeds Reception obesity rate has been lower than both regional and national rates, where both have continued to increase year on year.
4. Healthy Weight Declaration (HWD) covers the full span of body weight and includes malnutrition. 11% of older people (65+ years old) are living with malnutrition which implies 13,540 older people in Leeds and many are socially isolated.
5. The Healthy Weight Declaration (HWD) provides a strategic vision and aspiration for the Council. It offers a rationale and platform to connect Council teams, bringing them

together to raise awareness about the importance of healthy weight and to deliver interventions. The HWD is a framework which can guide Leeds City Council to become the best council with regard to supporting local people to be a healthy weight.

6. The Healthy Weight Declaration (HWD) includes 14 standard commitments. In addition, it contains several local priorities that have been identified through consultation with Leeds City Council colleagues over the last three months. These local priorities will spearhead the Declaration.

Recommendations

Members of the Executive Board are asked to:

- (i) adopt the Local Authority Healthy Weight Declaration
- (ii) adopt the local priorities and consider these within Council work programmes
- (iii) note that the Director of Public Health will be responsible for its implementation

1. Purpose of this report

- 1.1 The purpose of this report is to provide information and an overview of the Healthy Weight Declaration (HWD), it outlines how the HWD can contribute to Leeds City Council's priority to reduce obesity and thereby improve both the health of local communities and those working within the council.
- 1.2 The report seeks Executive Board agreement to adopt the Healthy Weight Declaration, which consists of 14 standard commitments and six locally chosen priorities which will spearhead the implementation of the HWD.

2. Background information

- 2.1 1 in 5 children start primary school overweight or obese and just over 1 in 3 children leave primary school overweight or obese. Nearly two thirds of adults in the UK are overweight or obese.
- 2.2 The Local Authority Healthy Weight Declaration was developed under the banner of Food Active – a healthy weight programme supported by North West Directors of Public Health - with input from colleagues across public health, academics and policy makers. The final declaration has been endorsed by national organisations: North West Regional Association of Directors of Public Health, British Dental Association, Children's Food Campaign and UK Health Forum.
- 2.3 Following its launch in August 2015, the Healthy Weight Declaration was first adopted by Blackpool Council in January 2016. It has subsequently been adopted by the following councils; St Helens, Knowsley, Lambeth and Tower Hamlets, Lancashire County Council, Cumbria County Council, Allerdale, Barrow, Carlisle, Copeland, Eden and South Lakeland Borough Councils. A number of NHS organisations have also adopted the Declaration. These are Blackburn with Darwen Clinical Commissioning Group, Rochdale Clinical Commissioning Group, Blackpool Teaching Hospital and East Lancashire NHS Trust.
- 2.4 Leeds is aiming to be the first Council in Yorkshire and Humber to adopt the HWD.

3. Main issues

- 3.1 The majority of adults in the UK are an unhealthy weight. Approximately 20% of Leeds reception age children, 34% of Year 6 children and 64% of adults are overweight or obese compared to 23%, 34% and 61% for England respectively.
- 3.2 The obesity rate for Leeds Reception children has followed a downward trend from 10.3% in 2008/09 to 8.6% in 2016/17, with a single fluctuation in 2013/14. For the last three years Leeds Reception obesity rate has been lower than both regional and national rates, where both have continued to increase year on year and are now at 9.7% (regional) and 9.6% (national), much higher than Leeds.
- 3.3 Over the last 10 years, Leeds has focused on working with families with children aged under five, through initiatives such as the delivery of Health, Exercise and Nutrition for the Really Young (HENRY) to over 1,300 early years staff, and the implementation of the Leeds Breastfeeding Plan. The maintenance of Children's Centres and the delivery of the integrated Early Start Service (which brings together Health Visitors and Children's Centre staff) have been critical to the successful delivery of these programmes.
- 3.4 HWD covers the full span of body weight and includes malnutrition. Older people are at increased risk of malnutrition and dehydration due to other health reasons and social reasons. Undernourished people require twice as many GP appointments, three times as many hospital admissions and twice as many bed days in hospital, demonstrating the impact that malnutrition can have on the individuals themselves and health and care services. The best way to prevent malnutrition is to eat a healthy balanced diet.
- 3.5 The HWD has been designed to support Local Government to exercise its responsibility in developing and implementing policies which promote healthy weight.
- 3.6 The HWD recognises the important role local authorities have to play in their control of planning, public and environmental health, leisure and recreation, and regeneration. The Declaration is a vehicle to take the sort of whole-systems approach needed to tackle this complex issue. The Declaration can have an impact across Local Authority departments, ensuring that the Council works as one to achieve maximum impact, and ideally by working with other local partners to have an impact beyond Council controlled areas.
- 3.7 The HWD includes 14 standard commitments. If Leeds City Council chooses to adopt the HWD, then working towards these will be a requirement. Progress to date against each priority has therefore been mapped, and demonstrates that a significant amount of work has already been undertaken that will contribute to Leeds achieving the HWD. A HWD monitoring toolkit has recently been produced and Leeds City Council will be one of several Councils piloting this tool. Appendix A provides details of the standard commitments and examples of work completed by the Council so far.
- 3.8 The HWD also provides the opportunity for the Local Authority to add local priorities additional to the 14 standard commitments. Work has commenced to select these and following discussion with colleagues across the Council, six local priorities have been proposed which target different age groups:
 - Influencing planning and design for a healthy weight environment

- Influencing the Council's food offer to promote a healthy weight
- Encouraging an active healthy workforce
- Implementing our local whole school food policy
- Increasing active travel and improving air quality
- Implementing a Leeds 'Move More' style campaign

Appendix B, has further information about each of these priorities.

- 3.9 The intention is to use the six local priorities to spearhead the HWD. It is proposed to focus on three of these priorities in the first year, and a further three over the next year. Others will follow as the HWD progresses.
- 3.10 The Executive Member for Health, Wellbeing and Adults invited all Councillors to attend the HWD event held in March 2018. This event introduced the 14 standard commitments and proposed local priorities.
- 3.11 The Executive Member for Equality and Inclusion opened and Executive Member for Health, Wellbeing and Adults closed the event and a number of Councillors attended. Councillor Cain, from Blackpool Council was the main speaker who spoke about the benefits of the HWD and why they were committed to it. Blackpool Council were the first Council to adopt the HWD.
- 3.12 A launch event will be organised in November 2018, which will provide the opportunity for the Council to receive the HWD certificate. This will be an opportunity to highlight the work Leeds City Council is doing to reduce obesity and to publicise the key services that can offer support to those wishing to achieve a healthy weight. The event is also intended to kick-start some of the local priorities and encourage wider partners to support this Declaration.
- 3.13 A cross-council HWD working group chaired by Public Health has been established and is responsible for delivering the operational tasks needed to enable Leeds City Council to adopt the Declaration. This working group reports to the Child Healthy Weight Partnership, chaired by the Head of Public Health (Children and Families), Adults and Health directorate, which will monitor progress and provide the governance oversight and link to the Health and Wellbeing Board. Individual members of the HWD working group and the Child Healthy Weight Partnership will link back to the wide range of other partnerships e.g. Planning and Design Partnership, Human Resources Health and Wellbeing Group, Leeds Food Partnership.
- 3.14 Going forward, an annual HWD work programme will be developed and delivered. An initial review of progress towards achievement of the HWD standard and local commitments will be undertaken in July 2019.

4. Corporate considerations

4.1 Consultation and engagement

- 4.1.1 An event was held on 12th March 2018 to introduce the HWD and seek views from Leeds City Council colleagues and Elected Members on the proposed local priorities.
- 4.1.2 A report was produced for the community committees to inform and consult with Councillors with subsequent invites to specific meetings and attendance at the Community Committees Chairs Inner West/North West, Outer West/North West and Seacroft core team meeting. Information about the HWD has been shared with colleagues through newsletters, presentations and HWD representatives also

attended the Children's Trust Board. The response has been very positive and supportive of the HWD. A one-page overview has also been developed and distributed (Appendix C).

- 4.1.3 Consultation about the HWD including the local priorities via an on-line survey with staff was completed at the end of June. 181 staff responded to the survey across council teams at various levels. The priority with the highest vote was *encouraging an active healthy workforce*; followed by *implementing a whole school food policy* and there was very little between the other four priorities; *influencing planning and design for a healthy weight environment*; *influencing the Councils food offer to promote a healthy weight*; *increasing active travel and improving air quality and implementing a Leeds 'Move More' style campaign*. Many staff acknowledged the importance of being healthy and that a healthy workforce is far more productive and less likely to be sick, however, many commented that it is difficult when they have a sedentary job and the work environment can make it more difficult to achieve healthy food choices, e.g. bake sales and biscuits culture.
- 4.1.4 The HWD working group and with partners, over the summer, will be conducting public consultation to understand what a healthy weight means to the public and to explore what action the public expect of the Council in regards to the agenda. This will be mainly through several workshops asking a series of set questions over August and September. Workshop dates set so far are with a conservation volunteer group, Youth Council, children's activity holiday programmes, One You Leeds, with more groups to come.
- 4.1.5 This community involvement work will continue, using asset based and participatory approaches to obtain community views on the needs and assets relating to the HWD and to identify opportunities.

4.2 Equality and diversity / cohesion and integration

- 4.2.1 There is a strong relationship between poverty and health. There is robust evidence to demonstrate that certain groups of the population who live in the most deprived areas of the city are more likely to suffer more ill health and diseases. This is particularly highlighted in the local child obesity data which consistently shows the rate of obesity for children living in deprived areas of Leeds is almost double the rate for children living in non-deprived Leeds. Also, obesity prevalence based on the last five years' aggregated data is higher for Black children (12.9% in Reception and 25.2% in Year 6) compared to White children (8.2% in Reception and 17.6% in Year 6). For adults nationally, women living in the most deprived areas are more likely to have higher levels of obesity than those living in the least deprived areas. This is less marked for men. Obesity prevalence for adults also varies by ethnic group with the highest rates being among Black African and Pakistani women.

4.3 Council policies and best council plan

- 4.3.1 Health and wellbeing is one of the outcomes of the Leeds Best Council Plan. The HWD will be integral to achieving this by enabling all Directorates across the Council to consider the impact they can have on encouraging a healthy weight. The HWD will contribute to the outcomes of the Children and Young People's Plan, the Health and Wellbeing Strategy, Leeds Health and Care Plan and the Physical Activity and Sports Ambition which is being developed.

4.4 Resources and value for money

4.4.1 Obesity costs the wider society £27 billion and the NHS £6.1 billion each year. We spend more each year on the treatment of obesity and diabetes than we do on the police, fire service and judicial system combined. The HWD is a cost-efficient approach to harness the existing resources of the Council to address this important issue. Any projects or developments arising from the HWD will be contained within existing council budgets.

4.5 Legal implications, access to information, and call-in

4.5.1 There are no legal implications arising from this report.

4.6 Risk management

4.5.1 There are no significant risk management issues.

5. Conclusions

5.1 The HWD provides a framework for Leeds City Council to make a commitment to promote healthy weight within the Council and to improve the health and wellbeing of the local population. It will raise the profile of the Council, highlight good work and significantly contribute towards Leeds being the best city for health and wellbeing.

6. Recommendations

Members of the Executive Board are asked to:

- (i) adopt the Local Authority Healthy Weight Declaration
- (ii) adopt the local priorities and consider these within Council work programmes
- (iii) note that the Director of Public Health will be responsible for its implementation

7. Background documents¹

7.1 None

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

Appendix A – Healthy Weight Declaration - 14 standard commitments

Standard Commitment	Examples of what Leeds City Council is already doing
Engage with the local food and drink sector where appropriate to consider responsible retailing, offering and promoting healthier food and drink options, and reformulating and reducing the portion sizes of high fat, sugar and salt products	<p>Leeds Food Charter approved by Executive Member for Health, Wellbeing and Adults, Councillor Charlwood to set the vision for food in the city.</p> <p>Leeds City Council officers actively involved in the Leeds Food Partnership which aims to develop partnerships with the food and drink sector.</p> <p>Public Health working with Leeds Catering to improve food provision at Schools and Children’s Centres.</p>
Consider how commercial partnerships with the food and drink industry may impact on the messages communicated around healthy weight to our local communities. Funding may be offered to support research, discretionary services and town centre promotions	<p>Public Health working in partnership with Street Licensing and City Development to identify opportunities and look at how the Council responds to commercial interest.</p> <p>Leeds Food Partnership is developing a Food ethos in regards to commercial partnership which can offer good practice for Leeds City Council</p> <p>Good practice from Baby Friendly Initiative</p>
Review provision in all our public buildings, facilities and ‘via’ providers to make healthy foods and drinks more available, convenient and affordable and limit access to high-calorie, low-nutrient foods and drinks	<p>Public Health leading discussions regarding Leeds City Council vending contract and implementing good practice from a healthy vending trial pilot in Leeds Teaching Hospitals Trust.</p> <p>No schools in Leeds have vending machines and benefit from healthy eating support from the School Health and Well-Being service.</p>
Increase public access to fresh drinking water on local authority controlled sites	An audit is planned as part of this declaration and will require cross cutting work across Council directorates.
Consider supplementary guidance for hot food takeaways, specifically in areas around schools, parks and where access to healthier alternatives are limited	Supplementary Planning Document on hot food takeaways drafted by City Development, consultation complete and due to seek approval shortly via Development Plans Panel.
Advocate plans with our partners including the NHS and all agencies represented on the Health and Wellbeing Board, Healthy Cities, academic institutions and local communities to	Healthy Weight Declaration will enable this work to reinforce and raise the profile of existing local healthy weight policy groups including Child Healthy Weight Partnership and the Leeds Food Partnership and

address the causes and impacts of obesity	Physical Activity Breakthrough projects.
Protect our children from inappropriate marketing by the food and drink industry such as advertising and marketing in close proximity to schools; 'giveaways' and promotions within schools; at events on local authority controlled sites	This is a priority within the Child Healthy Weight Plan which includes improving the environment to support families to be a healthy weight. Health and Wellbeing Service support schools to implement the School Food Standards which includes monitoring school links with industry.
Support action at national level to help local authorities reduce obesity prevalence and health inequalities in our communities	Leeds City Council active partner in regional networks such as with Public Health England, Yorkshire & Humberside Physical Activity Knowledge Exchange (YOPAKE) and Whole Systems Approach (Leeds Beckett University). Local implementation of national Change4Life campaigns occurs each year; Be Food Smart and Shake Up and One You – requires wider involvement. One You Leeds integrated lifestyle Service up and running also supports national and local campaigns. Maternal health, Best Start and physical activity included in Leeds Health Care Plan.
Ensure food and drinks provided at public events include healthy provisions, supporting food retailers to deliver this offer	Work planned to ensure that Leeds City Council can role model the principles referenced in the Leeds Food Charter. This will include work with Civic Enterprise to look at food and drinks provided. Good practice available from Public Health England. Guidance for nurseries re-special events – list of recommended products. Policies in place to include healthy provisions through Catering Leeds and Civic Flavour. Catering Leeds leading discussions to develop a council food policy.
Support the health and well-being of local authority staff and increase knowledge and understanding of unhealthy weight to create a culture and ethos that normalises healthy weight	Workplace health champions within Leeds City Council services. Cycle to work scheme available. Breastfeeding Workplace Policy in place.
Invest in the health literacy of local citizens to make informed healthier choices	Recognition of good practice – Leeds Change 4Life case study showcased in Public Health England annual report. Local alcohol campaign aimed at 18-25 to have a focus on messages on calories in alcohol.
Ensure clear and comprehensive healthy	Delivery of a co-ordinated training offer led

<p>eating messages are consistent with government guidelines</p>	<p>by Public Health for practitioners and workers which embed the Making Every Contact Count (MECC) principles i.e. Health, Exercise, Nutrition for the Really Young (HENRY), Healthy Living Training and Introducing Nutritional Care. Resources been updated to include Eatwell Guide.</p>
<p>Consider how strategies, plans, and infrastructures for regeneration and town planning positively impact on physical activity</p>	<p>Neighbourhood Living Memoranda document. Leeds Design Wellbeing group meet regularly and are developing principles for developers. Public Health commissioned public street audits in Lincoln Green to help influence highways and transport decisions. Council represented at the regional Transport and Health Board.</p>
<p>Monitor the progress of our plan against our commitments and publish the results</p>	<p>Existing partnerships such as Eat Well Forum, Child Healthy Weight Partnership will provide updates on progress.</p>

Appendix B – Proposed Local Priorities of the Healthy Weight Declaration

Local Priority Area	Description
Influencing planning and design for a healthy weight environment	We will work with partners to implement key principles such as active neighbourhoods, better air quality and green space and cohesive communities.
Influencing the Councils food offer to promote a healthy weight	Influencing the food environment to enable healthy eating can be accomplished through a collaborative approach, effective partnerships across Council teams and co-ordinated action.
Encouraging an active healthy workforce	To promote and encourage the health of our staff to be regularly active and provide a workplace that supports this.
Implementing our local whole school food policy	We would like to ensure schools are supported to provide nutritionally healthy meals using this locally produced toolkit.
Increasing active travel and improving air quality	Active travel, such as walking and cycling is a great way for people to routinely achieve at least the minimum recommended levels of physical activity and at the same time help reduce the levels of air pollution. This priority will look at ways to enable this.
Implementing a Leeds 'Move More' style campaign	A 'Move More' campaign will be developed with the people of Leeds to provide positive messages to encourage physical activity across the City.

Appendix C – Healthy Weight Declaration - One Page Guide

Healthy Weight Declaration – One page guide

What is the Healthy Weight Declaration?

The Local Government Declaration on Healthy Weight was developed by the healthy weight programme 'Food Active', which is based within the health charity Health Equalities Group. A steering group including Directors of Public Health, Universities, third sector and other food and physical activity partners provided expert input to devise the Declaration. The aim of the Declaration is to achieve a local authority commitment to promoting healthy weight across all Council teams with a view to improving the health and wellbeing of the local population. The Declaration includes 14 standard commitments and the opportunity of several locally chosen priorities.

How will it support the work we are doing?

Overweight and obesity is a serious public health problem that increases disability, disease and death and has substantial long term economic, wellbeing and social costs. The proportion of the population who are overweight continues to rise. The Healthy Weight Declaration will provide a strategic vision and aspiration for the Council to strive towards. It will provide the rationale and a platform to connect Council teams to work together to raise awareness and deliver on the importance of healthy weight. It will highlight all areas of work that are key to ensuring Leeds is the best council with regard to supporting local people to be a healthy weight.

Who will it involve?

Action is required by all partners to promote healthy weight and to make it easier for people to make better choices. A local authority commitment has the scope to impact significantly on local residents and council staff. A whole-systems approach which links together the many influencing factors on obesity is key to improving the health of people in Leeds. As a local authority we are in a strong position to provide strategic leadership for a joined up approach. The Healthy Weight Declaration will provide a focus to recognise local related strategies commonalities and to help integrate them together. It will enable collaboration both across the local authority and with external partners to highlight the importance of healthy weight and our commitment to it.

What progress have we made so far?

We are already taking action on many of the 14 standard commitments of the Declaration. For example, we have developed and approved the Leeds Food Charter, are developing a Supplementary Planning Document on hot food takeaways, we support the national Change4Life and One You campaigns, and have commissioned an Integrated Healthy Living Service for Leeds.

What next?

A working group will be set up. An event will be held in March to introduce this Declaration approach and identify local priorities. A campaign and programme of work will raise the awareness about the Healthy Weight Declaration.

Who can I contact for further information?

For further information please contact deborah.lowe@leeds.gov.uk, 0113 378 6049 or emma.strachan@leeds.gov.uk, 0113 378 6064