



SHROPSHIRE HEALTH AND WELLBEING BOARD

Report

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| Meeting Date | 16th November 2023 | | | |
| Title of report | Healthier Weight Strategy for Shropshire | | | |
| This report is for (You will have been advised which applies) | Discussion and agreement of recommendations | | Approval of recommendations (With discussion by exception) | X Information only (No recommendations) |
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| Which Joint Health & Wellbeing Strategy priorities does this report address? Please tick all that apply | Children & Young People | X | Joined up working | X |
| | Mental Health | X | Improving Population Health | X |
| | Healthy Weight & Physical Activity | X | Working with and building strong and vibrant communities | X |
| | Workforce | X | Reduce inequalities (see below) | X |
| What inequalities does this report address? | Health inequalities associated with living with excess weight, as well as the social and environmental factors which contribute to obesity. | | | |

Report Content: Please expand content under these headings or attach your report, ensuring the three headings are included.

1. Executive Summary

The purpose of this paper is to seek the Health and Wellbeing Board's (H&WBB) endorsement of Shropshire's Healthier Weight Strategy 2023-2028, which is appended to this report. In order to secure commitment to delivery of the strategic priorities, objectives and associated actions the expectation is that Board members will present the strategy for approval by their respective governing bodies.

The H&WBB received a report including the Draft Healthier Weight Strategy in June 2023. The Board were supportive of the Draft Strategy and of the plan to undertake public and stakeholder consultation on the Strategy over the summer months. During the 10-week consultation period, 71 responses were received of which 81% were from members of the public. Whilst overall the feedback was generally positive, it helpfully identified several important areas for further consideration. Positive comments mostly related to how the issue of healthier weight had been contextualised and communicated as a complex and sensitive issue that required a co-ordinated and multi-partner response. However, there was clear feedback indicating that the strategy did not provide sufficient clarity on the plans for action. The findings of the consultation have been used to inform the final Healthier Weight Strategy, and the high-level action plan which has been integrated within the Strategy.

The action plan sets out the key initial actions that will be undertaken to deliver on the strategic objectives. The plan also includes the rationale for each action and the indicators

which will be used to monitor progress. Public Health, Social Care, wider council departments and the NHS need to work together with communities, town and parish councils, voluntary and community groups, schools, employers and other partners to deliver the Strategy adopting a 'whole-system approach'. Accordingly, the action plan has been co-produced with colleagues across the system through a series of communications and meetings. This has included identifying partners to lead on a number of the actions based on individuals who are considered to be best placed to do so because of their existing work programmes or wider roles and responsibilities.

It should be noted that the action plan remains under development and an iterative process is anticipated as delivery progresses over the lifetime of the Strategy. Discussions to identify key officers and supporting staff to deliver the actions particularly where co-ordination across organisations is needed will continue as the strategy moves from HWBB endorsement to governing body approval.

The Shropshire Integrated Place Partnership (ShIPP) has reviewed the revised strategy and high-level action plan and are very supportive of the approach being proposed. A number of points were raised during discussion which on reflection are considered to be adequately covered in the strategy and/or action plan. However further detail related to the overall approach to evaluation of the strategy was raised and brief detail has been included in this paper. In summary, as the action plan is finalised a more inclusive evaluation framework will be developed that will include both qualitative and quantitative measures. Progress on delivery of the strategy and its impact on population health will be regularly reported to both ShIPP and the H&WBB.

2. Recommendations

The H&WBB is recommended to:

- Endorse the Healthier Weight Strategy for Shropshire and advise on reporting requirements
- Constituent organisations of the H&WBB are asked to present the strategy for approval by their respective governing bodies
- Board members are asked to support their organisations in partnership working to deliver the Healthier Weight Strategy over the coming five years.

3. Report

3.1 Introduction

The purpose of this paper is to seek the Health and Wellbeing Board's (H&WBB) endorsement of Shropshire's Healthier Weight Strategy 2023-2028, which is appended to this report. In order to secure commitment to delivery of the strategic priorities, objectives and associated actions the expectation is that Board members will present the strategy for approval by their respective governing bodies.

Information provided in June 2023 outlined the causes of obesity highlighting in particular the role of the 'obesogenic environment' in driving rates of obesity/excess weight across the population. The obesogenic environment includes a poor food environment whereby some population groups face limited access to good quality food. The report emphasised the need for a Whole System Approach (WSA) to support the prevention of obesity— both across the life course and through addressing environmental and economic barriers to healthy lifestyles. An effective WSA will depend on all partners contributing to delivery of the strategy through leading specific actions or supporting implementation being led by partner agencies.

The H&WBB were supportive of the Draft Strategy and endorsed the plan to undertake public and stakeholder consultation over the summer months. The consultation process concluded

on September 7th and the findings have been used to inform the attached final strategy which includes a high-level action plan, co-produced with colleagues across the system. Alongside recommendations, this report includes a high-level summary of:

- The consultation findings,
- Key changes made to the strategy in light of the feedback received.
- The process of co-production of the high-level action plan
- An overview of key actions asked of system partners to support delivery of the strategic priorities and objectives
- Evaluation of the Strategy
- Key interfaces between the Strategy and wider system priorities and work programmes
- Next steps

It is relevant to note that Telford & Wrekin Council are also developing a strategy to reduce obesity and insofar as it is appropriate, the intention is for actions between the two strategies to be aligned – in particular where actions are relevant to the NHS or third sector organisations that work across the Integrated Care System footprint.

3.2 Consultation Findings

Shropshire Council consulted on the draft Healthier Weight Strategy over a 10-week period. 67 people completed the consultation survey and 4 provided written responses. Key points from the feedback include:

- General support for the vision, context and evidence supporting the Strategy
- The commitment to working with a range of partners and a Whole System Approach was welcomed
- The focus on the impact of low-incomes and the food environment on weight was welcomed
- There were calls for clearer definitions of key terms including 'healthier weight' and 'whole-system'
- There needs to be more clarity about how the objectives will be delivered and how progress will be monitored
- The need for personal responsibility for weight to be recognised, whereby individuals with the resources and knowledge to do so should be enabled to make healthier choices
- A recognition that key levers for addressing weight are outside of local/council control
- Areas of concern included the need for:
 - healthier food for children particularly school food and the need for wider education on healthy eating.
 - greater access to active travel infrastructure (eg safe walking routes)
 - improved access to services and support particularly for those with disabilities including people with learning disabilities, children and young people with special educational needs and people living with severe and enduring mental illness.

There were also suggestions that would support delivery of the strategy for example scope for greater use of community spaces and other facilities that could support healthier lifestyles.

3.3 Key Changes Made in Response to Feedback

The revised strategy is attached as Appendix A. Key changes from the draft strategy include:

- To aid clarity of key terms and concepts, some language changes have been made, e.g. 'excess weight' has replaced the term 'unhealthy weight'
- A glossary of terms has been provided so the definition of terms is clear

- The context and rationale for the Strategy has been amended to include reference to concepts such as personal responsibility and the recognition that whilst many factors for addressing weight are outside control of the council, many local levers do exist and should be optimised
- More context and detail have been provided in relation to the strategic objectives and what activities are currently being undertaken to support their delivery.
- A high-level action plan has been included to provide clarity around the specific actions and measures that will underpin delivery of the strategic objectives. The high-level action plan is included as Appendix 2 of the Strategy.
- A summary of the currently available information, support and services has been added as Appendix 1 to the Strategy to acknowledge the existing assets which support delivery of the Strategy.

3.4 Co-production of the Action Plan

The high-level action plan sets out the key initial actions which will be taken to deliver on the strategic objectives whilst recognising that this is an iterative action plan. The plan includes the rationale for each action and the indicators which will be used to monitor progress. It should be noted that there is also an internal action plan which includes further detail on work programmes and activities which are already ongoing i.e. are not 'new' but that contribute towards delivering the objectives of the Strategy, e.g., Healthy Child Programme, Best Start for Life and the Healthy Lives (Social Prescribing) service.

Public Health, Social Care, wider council departments and the NHS need to work together with communities, town and parish councils, voluntary and community groups, schools, employers and other partners to deliver the Healthier Weight Strategy. Therefore, this action plan has been, and will continue to be, co-produced with colleagues across the system through a series of communications and meetings. This has included working to identify partners well placed to lead on delivery of key strategic themes and/or actions as follows:

Theme 1: Healthy Environment

There has been engagement with relevant colleagues including Councillors, Place Directorate Team, Social Care, Planning officers, Early Years and Economic Growth colleagues (among others), to agree priorities in principle as well as specific actions. This has resulted in specific actions being agreed in relation to planning for a healthier environment, proposals to assist in tackling food poverty, and actions associated with improving access to healthier food through different settings, such as schools.

Theme 2; Prevention in Early Years

There has been detailed co-production of the action plan through a series of meetings with Local Maternity & Neonatal System (LMNS) colleagues, and many of the actions will be delivered through the LMNS work programme. However, it is recognised that a number of the actions will need to be integrated into other early years work programmes such as the Healthy Child Programme, the Best Start for Life work programmes and the Early Years integration and system transformation programme to include family and community hubs. This will involve detailed work with early years providers and their staff, together with other council colleagues.

Theme 3: Empowering System Partners

The associated actions require that staff across the system (in Public Health services, the NHS, Schools, Early Years settings and the VCSE sector) have the knowledge and skills to promote healthy weight and that settings support healthy lifestyles providing healthy food options and enabling physical activity. There is also a focus on ensuring existing services and support can be accessed by those who can most benefit. As such there have been meetings with colleagues from different settings to agree in principle the changes that can be made, although further development of the actions is required.

3.5 Reducing Inequalities

Through the above development work there has been a focus on reducing inequalities. For example, we have specifically engaged with the SEND Partnership Board to ensure findings from the Patient and Carer Council (PACC) consultation on healthy weight are reflected in the strategy and action plan. Linked to this, we recognise that working closely with the voluntary sector is critical to delivering the strategic objectives, especially in the context of the need to reduce inequalities and support more vulnerable groups. Priority will be given to ensuring existing services and support are incorporated into pathways for those more vulnerable to excess weight. For example, early discussion with social care colleagues highlighted the need for staff training and for consideration of ensuring all children and young people can live or be cared for in healthy settings.

3.6 Overview of Key Partner Actions

All partner organisations are asked to be effective advocates for the national changes required to support the creation of a healthy weight environment (eg. legislation relating to food formulation) and for the provision of appropriate national information, support and advice for the public.

In addition, partner organisations are asked to create healthier settings through:

- increasing access to healthier food (including water) whilst reducing access to less healthy foods (such as those that are ultra-processed).
- Increasing opportunities for physical activity for both staff and service users/the public

This includes council and other public facilities accessed by the public, early years settings, schools, and NHS service settings amongst others.

All settings from which services are provided are asked to ensure that the training needs of staff are identified and met – as this is particularly important in the context of reducing obesity related stigma and discrimination.

In addition to the above, key areas of focus for partners are summarised as follows:

- Council actions include expectations from colleagues supporting early years settings, schools, social care services and those responsible for Public Health, planning, economic and leisure related functions amongst others.
- For NHS colleagues key actions include implementing the NHS National standards for healthcare food and drink and those associated with preventing obesity across the life-course are key (the majority of which will be led by the Local Maternity & Neonatal System (LMNS) and associated early years services
- Other public services and VCSE organisations should apply relevant actions from the action plan such as creating a healthy work environment for their employees and/or delivering MECC/sign-posting interventions

Other actions require the active collaboration of NHS clinicians and officers, shared jointly with Public Health and Social Care. These include:

- Ensuring the inclusion of evidence, guidance and existing assets and services within health and social care pathways especially for those more vulnerable to excess weight (including people with learning disabilities, serious mental illness, special education needs and physical disabilities) and other key groups including Older People
- Agreeing and developing key messages to be communicated to the public and to staff (for example in relation to healthy foods and the emerging evidence around Ultra Processed Foods, the importance of prevention, sources of information and support)

It is important to note that Shropshire's Integrated Place Partnership (ShIPP) has reviewed the revised strategy and high-level action plan and are very supportive of the approach being proposed. A number of points were raised during discussion which on reflection are considered to be adequately covered in the strategy and/or action plan (such as the importance of trauma in the context of excess weight and the need to address barriers to active travel, particularly in rural areas.). However further detail related to the overall approach to evaluation of the strategy, which was also raised, is summarised below.

3.7 Evaluation of the Strategy

The action plan includes a number of metrics such as those routinely reported through the Public Health Outcomes Framework (PHOF) that are relevant to excess weight (such as fruit and vegetable consumption or physical activity levels) as well as data reflecting annual estimates of the number of adults and children with excess weight across Shropshire. There are also specific measures relevant to individual actions, such as take up of Healthy Start vouchers and vitamins, that will be routinely monitored.

As the action plan is finalised a more inclusive evaluation framework will be developed that will include both qualitative and quantitative measures. Progress on delivery of the strategy and its impact on population health will be regularly reported to both ShIPP and the H&WBB.

3.8 Key Interfaces Between the Strategy and Wider System Work Programmes

The imperative to prevent obesity aligns with a wide range of H&WBB and ICS priorities including:

- Diabetes, cancer and CVD prevention
- Improving the health of children and young people, including those with disabilities
- Improving Mental Health

Furthermore, as obesity is strongly associated with deprivation, preventing obesity through a whole system approach should contribute to a reduction in health inequalities.

Delivery of the proposed strategy can be enabled, in part, through delivery of other key strategic work programmes and approaches being delivered across the system, such as:

- The 'Person Centred Care Approach'
- The Trauma Informed Approach
- Proactive Prevention, Early Intervention and Prevention Strategy
- Maternity Transformation
- The Diabetes Prevention Programme
- Neighbourhood working and integrated practitioner teams
- Community & Family Hubs

3.9 Next Steps

The next steps include the following:

- Following endorsement by the H&WBB the strategy needs to be approved by respective governing bodies (eg NHS Boards and by Shropshire Council's Cabinet).
- Work will continue to refine the action plan with system partners to ensure agreement to and ownership of actions with partners and to monitor the impact of delivery
- Progress against year 1 delivery will be monitored and reported to ShIPP and to the H&WBB

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| <p>Risk assessment and opportunities appraisal (NB This will include the following: Risk Management, Human Rights, Equalities, Community, Environmental consequences and other Consultation)</p> | <p>There is a risk that, given competing priorities, partner organisations may not be able to prioritise all of the actions required to deliver the Healthier Weight Strategy. However, regular reporting on progress will be made to the H&WBB and to ShIPP; this will note both areas of good performance and areas of challenge. Development of the strategy presents a number of opportunities, including the following:</p> <ul style="list-style-type: none"> • Strengthen the approach to obesity prevention reducing the future disease burden and the need for treatment • Assist in embedding a ‘Health in All Policies Approach’ across the council through raising awareness of the impact of wider council policies and services on our residents’ health and wellbeing • An opportunity to strengthen current multi-agency work focused on reducing food poverty • Alignment with carbon reduction strategies (e.g. through promoting active travel) • An opportunity to raise awareness of the drivers of obesity among the population in general and among staff groups, reducing stigma and discrimination <p>As indicated in this report excess weight is related to inequalities and implementing an effective strategy should lead to a reduction in health inequalities.</p> | |
| <p>Financial implications (Any financial implications of note)</p> | <p>In the long term, preventing obesity and reducing the scale of excess weight in the population will provide significant spending reductions associated with the health and care of people living with obesity-related health conditions, as well as by mitigating the wider socioeconomic impact of unhealthy weight in the population.</p> <p>The financial resources required to deliver the Healthier Weight Strategy are being discussed with strategic leads as the Strategy and Action Plan are developed. Partner agencies are being asked to review and consider their spending allocations to support delivery of the strategy as budgets for the forthcoming financial years are developed. Alongside this, opportunities to bid for external funding to support delivery of the Strategy will be considered and appropriate funding bids made during the lifetime of the Strategy</p> | |
| <p>Climate Change Appraisal as applicable</p> | <p>There are a number of climate change co-benefits of interventions which reduce overweight and obesity in the population. For example, active travel reduces vehicle-associated emissions</p> | |
| <p>Where else has the paper been presented?</p> | <p>System Partnership Boards</p> | <p>ShIPP (19th October 2023)</p> |
| | <p>Voluntary Sector</p> | |
| | <p>Other</p> | |
| <p>List of Background Papers (This MUST be completed for all reports, but does not include items containing exempt or confidential information)</p> <p>November 2020 H&WBB: Development of Shropshire’s Weight Management Strategy June 2023 H&WBB: Shropshire’s Healthier Weight Strategy</p> | | |

Cabinet Member (Portfolio Holder) Portfolio holders can be found [here](#) or your organisational lead e.g., Exec lead or Non-Exec/Clinical Lead

Cllr Cecilia Motley – Portfolio Holder for Adult Social Care, Public Health & Communities
Rachel Robinson – Executive Director, Health, Wellbeing and Prevention

Appendices

(Please include as appropriate)

Appendix A – Healthier Weight Strategy for Shropshire 2023 – 2028