

**FOOD  
ACT!VE**

LOCAL GOVERNMENT DECLARATION ON  
HEALTHY WEIGHT - **MONITORING AND  
EVALUATION TOOLKIT**



**EDITION ONE**  
SUMMER 2018

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**ACKNOWLEDGEMENTS:** The suite of tools presented on the following pages have been developed with the support of colleagues within Local Authorities in the North West. Food Active would like to acknowledge the support of Blackpool Council and Knowsley Council, in particular, for sharing examples of their achievements in striving to meet commitments set out within their Local Government Healthy Weight Declarations. Examples can be found in the appendices. Food Active would also like to acknowledge Public Health England and the CLear Assessment process for Tobacco Control, upon which some of the rationale/prompts in the earlier sections of this document are based.

## FORWARD

The UK Obesity Epidemic now threatens the current and future health of our families, communities and businesses.

**The good news is that obesity is preventable. Just like recent success with Tobacco Control, we know that comprehensive strategies work, if they address the “3As” of Affordability, Availability and Acceptability.**

Hence Food Active’s carefully piloted and tested Local Government Declaration on Healthy Weight, which has now been successfully implemented by a dozen local authorities around the UK.

We are keen to help. Because any local authority wanting to adopt this Declaration is likely to face its own particular challenges and hurdles. There is obviously no ‘one size fits all’ solution to reducing obesity at local level. The best approaches will inevitably differ from one authority to the next.

Any monitoring and evaluation of the Declaration will therefore need to be tailored to the local model.

However, some evaluation can be valuable. It can help us to critically examine a programme of work, in particular its outcomes, greatly improving a programme’s effectiveness, and inform subsequent decision making for future actions.

Process evaluation in particular can help to determine whether programme activities have been implemented as intended and produced the desired results.

Use of Logic models can also aid in understanding activities and outputs as a result of a programme.

I therefore commend the tools and guidance developed in this brief document. They have been specifically developed and piloted to support process evaluation. They could greatly assist local authorities to find a low-cost and simple approach to report on progress with their Healthy Weight Declaration commitments.



Prof Simon Capewell MD DSc,  
Professor of Clinical Epidemiology,  
University of Liverpool



## INTRODUCTION

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**The Foresight Report “Tackling Obesities: Future Choices” was published in 2007. Its system map with thematic clusters has appeared in countless PowerPoint presentations and government reports ever since. It provided a stark picture both of how significant the challenges were if we were to address healthy weight and how complex the solutions – if we could find them – would be. Essentially, it showed that the environment played a much more significant part in shaping our weight than what may still be over simply described – and with doses of victim blaming – as poor individual lifestyle ‘choices’.**

Directors of Public Health (DsPH) in the North West were already aware that, although many levers lay at national level, local action could and should be taken if they were to address the health inequalities that accompanied the obesity data in their areas; levels of obesity which were also often significantly above the England average. Following the publication of the government’s Living Well Living Longer report in 2013, the DsPH approached the Health Equalities Group (HEG) to establish a collective approach to addressing healthy weight. Food Active was launched later that same year.

HEG had years of experience of working with local authorities on tobacco control. This experience proved vital in the Food Active consultations and development workshops that were held across 2014 and 2015 (which included ASH sharing their national experience) which involved Blackpool and Knowsley Councils as well as public health and academic colleagues. It was agreed that local leadership was essential in a systems-led approach to healthy weight and that accountability to an agreed set of priorities across directorates was necessary. Blackpool passed the first Local Authority Declaration on Healthy Weight in January 2016, with a number of authorities following soon after, including Knowsley. Funding for Food Active’s work has only been available from the commissioning local authorities themselves, so progress has always been careful

and matched closely with the authorities’ own needs. This innovative work in the North West has attracted attention and councils in Yorkshire and Humber and in the South West are taking the same approach in 2018/19.

It was clear from the beginning that councils wanted to learn from each other’s approaches and were very willing to share experiences; both positive and negative. Food Active has developed a number of resources to support this process with this Monitoring and Evaluation Toolkit the latest to launch. The toolkit will enable local authorities embarking on adopting a Local Authority Declaration on Healthy Weight to assess their progress against agreed standards and help provide a timeline from adoption to delivery. It will also help show the impact of the Declaration amongst, what is hoped, is a series of policy approaches across councils, along with their partners, to support healthier weight amongst their local communities.



Robin Ireland, Director of Research,  
Food Active



## OVERVIEW

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**The Healthy Weight Declaration, Monitoring and Evaluation Toolkit has been developed in conjunction with an update of the Healthy Weight Declaration Support Pack. Local Authorities can now share greater learning of the Declaration adoption process and the refresh of the support pack will assist with the development of the Monitoring and Evaluation Toolkit.**

**We would encourage authorities to use both documents together whilst adopting, implementing and, in the longer term, evaluating the progress and impact of the Healthy Weight Declaration (HWD).**

**CONCEPT:** The approach taken in developing the toolkit has been to consider and evaluate a suitable method that will support those authorities who are just considering adopting a Healthy Weight Declaration in addition to those who embarked on the journey a year or two back.

The rationale behind this approach reflects both priorities for the Food Active Programme and feedback from stakeholders, taking into consideration:

- Support for a range of Local Authorities dependent on where they might be in the adoption process
- Use of process evaluation as a method of demonstrating impact
- Evaluation of progress as a 'live process' from adoption, through to monitoring and review (this is reflected in how the tool or suite of tools might be utilised)
- Development of a tool that can be utilised as part of an ongoing cycle of reflection and subsequent action planning

## USER GUIDE

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- This draft toolkit has been laid out into sections
- Not all sections will be used at once, sections are relevant to steps in the adoption process. Local Authorities should easily be able to identify the sections relevant to them at various points and utilise sections of the toolkit based on where support is required
- Current experience demonstrates that adoption is not a linear process and the approach taken by each authority will be unique to their internal systems and structures
- Existing adoptees may still benefit from utilising earlier sections in the tool to sense check or challenge existing approaches
- This monitoring tool may also be used in conjunction with information in the Declaration Support Pack such as the step by step guide to adoption, the case study examples from Local Authorities who have adopted the declaration and a 'frequently asked questions' guide

The various sections presented below (and within the toolkit) may assist a Local Authority at various points in the adoption process from making a case for adoption, through to creating an action plan and then considering monitoring and evaluation.



## BACKGROUND

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### **Section (1) 'DEFINING YOUR LOCAL PRIORITIES' & Section (2) 'SYSTEMS THINKING'**

- To be utilised by a Local Authority considering adopting the declaration
- To build a case/rationale and build engagement and support
- To consider where the declaration is relevant to existing strategies and policies
- To consider where there may be existing leadership within the authority, existing levers, support from partners and what more needs to be done
- Provides an opportunity to reflect and consider how the HWD might be championed and identify local priorities
- Supporting evidence and case studies can be utilised from within the HWD support pack

### **Section (3) 'DEVELOPING AN ACTION PLAN'**

- For use once the commitments within the declaration have been agreed and the declaration has been passed
- Based around the concept of a SWOT analysis
- This tool aims to support the development of an action plan based around the commitments in the HWD
- Action plans may then be used in monitoring progress against the commitments moving forward
- Help to identify potential stakeholders both internal and external, establish working groups etc.
- Case study examples, FAQ's and step by step guide in the HWD support pack may also be utilised



## BACKGROUND (Continued)

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### Section (4) 'MONITORING PROGRESS & DEMONSTRATING IMPACT'

- Enables an authority to begin to monitor progress against the commitments in the declaration
- Based on a 'theory of change' approach
- Evaluates specific activities relating to any of the commitments within the declaration
- Users complete the boxes/prompts within the table which may be used to develop a logic model to identify causal relationships, small/medium/long term outputs and monitor progress
- Can be used to identify achievements and further action planning OR where less progress has been made, identify gaps/barriers and recognise what success might look like

### Section (5) 'SHARED LEARNING & CASE STUDIES'

- Utilises a 'Deep Dive' approach to unpick particular processes, significant achievements and share best practice
- Generates qualitative data and is completed by a small number of key stakeholders (either internal or external)
- Helps to demonstrate how changes in processes, communications, stakeholder engagement etc significantly impact on progress
- Enables shared learning and acknowledges that longer term objectives are part of a stepwise process
- Utilised as learning within a Local Authority but also to share with external partners
- Case studies may be developed and made available within a range of materials to support other authorities

As previously mentioned the sections to follow offer a step-wise approach in considering adoption of the Local Authority Declaration, not all sections require completion at a given time, neither is the process linear. The sections should however, provide a guide and support in building engagement for adoption and assist in subsequent action planning and monitoring and review of activity in support of the commitments to improving Healthy Weight.



# FOOD ACT!VE

## SECTION (1) DEFINE YOUR LOCAL PRIORITIES

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**Key objective: To put your work on healthy weight into context by identifying;**

- Your long term goals and priorities on healthy weight and how integrated your work is with broader local priorities, plans and strategies

**1. What are the top three strategic priorities set by the local authority for your area as expressed in your corporate plan?**

**2. Identify the most important organisational strategies that your healthy weight activity will link into and support.**

**3. Which of your strategic priorities above will your action on healthy weight contribute to achieving?**

**4. In line with your answers above, what are your most important healthy weight objectives? (How can the Local Authority Declaration on Healthy Weight (HWD)– support you in achieving these objectives?)**





# FOOD ACTIVE

## SECTION (2) SYSTEMS THINKING - IDENTIFY CHALLENGES/BARRIERS/ ENABLERS IN BUILDING SUPPORT AND ACHIEVING ACTION

**Key objective: To consider senior leadership, governance and engagement for the Healthy Weight Declaration.**

- **COMMUNICATION** - How engaged are your local politicians, civic leaders and officers?

	Strong Evidence	Some Evidence	Little/ No Evidence	EVIDENCE/COMMENTS/REFLECTIONS
Do senior elected members assert a clear ambition for healthy weight? Do they support the HWD?				
Is there a good level of awareness about childhood obesity across the council's political and managerial leadership and among senior stakeholders ?				
Are key stakeholders engaged at senior and operational levels?				
Can you show evidence that the HWD is widely known and understood by others across the organisation? (Consider who might collate this information?)				
Can you evidence how you plan to maintain momentum and communication to ensure healthy weight remains a priority issue?				



# FOOD ACTIVE

## SECTION (2) SYSTEMS THINKING - IDENTIFY CHALLENGES/BARRIERS/ ENABLERS IN BUILDING SUPPORT AND ACHIEVING ACTION

**Key objective: To consider senior leadership, governance and engagement for the Healthy Weight Declaration.**

- **CHALLENGE** - How does the Council and senior members demonstrate leadership in relation to healthy weight?

	Strong Evidence	Some Evidence	Little/ No Evidence	EVIDENCE/COMMENTS/REFLECTIONS
Have you carried out mapping of the causes of unhealthy weight in your community or identified issues and priorities?				
Do you have a healthy weight/food and physical activity strategy/HWD action plan?				
Are outcomes for healthy weight influenced by a broad set of system levers?				
Do you work with external stakeholders outside of the council in addressing healthy weight?				
Does your organisation act as an exemplar in promoting healthy weight?				

## SECTION (3) COMMITMENTS WITHIN THE HEALTHY WEIGHT DECLARATION - DEVELOPING AN ACTION PLAN

**Key objective: to help identify a framework of actions that support the HWD and address healthy weight outcomes and priorities**

Completion of this section may coincide with a stakeholder event to help populate the template below with the required information. Discussions amongst stakeholders will help to identify actions in support of the commitments. You may wish to use colour coding (red, amber, green rating) within the timescales box to identify commitments where substantial, some or little progress is made.

Commitments	Internal and external strengths	Internal and external weaknesses	Opportunities presented within the organisation and externally	Threats/risks presented within the organisation and those externally	Short/medium/long term goals/aspirations	Specific Actions or activity to meet goals/aspirations	Ability to influence e.g.available resources, stakeholders	Timescales
Have you carried out mapping of the causes of unhealthy weight in your community or identified issues and priorities?								
Consider how commercial partnerships with the food and drink industry may impact on the messages communicated around healthy weight to our local communities.								
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								
Increase public access to fresh drinking water on local authority controlled sites;								

## SECTION (3) COMMITMENTS WITHIN THE HEALTHY WEIGHT DECLARATION - DEVELOPING AN ACTION PLAN (Continued)

Commitments	Internal and external strengths	Internal and external weaknesses	Opportunities presented within the organisation and externally	Threats/risks presented within the organisation and those externally	Short/medium/long term goals/aspirations	Specific Actions or activity to meet goals/aspirations	Ability to influence e.g.available resources, stakeholders	Timescales
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 address the causes and impacts of obesity;								
Protect our children from inappropriate marketing by the food and drink industry								
Support action at national level to help local authorities reduce obesity prevalence and health inequalities in our communities;								
Ensure food and drinks provided at public events include healthy provisions, supporting food retailers to deliver this offer.								
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.								
Invest in the health literacy of local citizens to make informed healthier choices;								

## SECTION (3) COMMITMENTS WITHIN THE HEALTHY WEIGHT DECLARATION - DEVELOPING AN ACTION PLAN (Continued)

Commitments	Internal and external strengths	Internal and external weaknesses	Opportunities presented within the organisation and externally	Threats/risks presented within the organisation and those externally	Short/medium/long term goals/aspirations	Specific Actions or activity to meet goals/aspirations	Ability to influence e.g.available resources, stakeholders	Timescales
Ensure clear and comprehensive healthy eating messages are consistent with government guidelines;								
Consider how strategies, plans and infrastructures for regeneration and town planning positively impact on physical activity;								
Monitor the progress of our plan against our commitments and publish the results.								

Local Commitments	Internal and external strengths	Internal and external weaknesses	Opportunities presented within the organisation and externally	Threats/risks presented within the organisation and those	Short/medium/long term goals/aspirations	Specific Actions or activity to meet goals/aspirations	Ability to influence e.g. available resources, stakeholders	Timescales
Please list locally agreed commitments here.								

## SECTION (4) ACTIVITY - MONITORING PROGRESS, DEMONSTRATING IMPACT AND FUTURE ACTION PLANNING

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**Key objective: to review progress against the declaration at regular intervals e.g. 6 months, 12 months, 18 months - 2 years to demonstrate progress, identify achievements and evaluate where there are weaknesses in meeting the commitments.**

The benefits of using this section of the tool are two-fold; the template below may be used to:

- Demonstrate achievements or the impact of activities carried out in support of the commitments
- To address where there has been less progress surrounding particular commitments
- Where review and subsequent changes or renewed investment into further and ongoing action planning may need to happen

Information produced as a result of completing the framework below can be used to develop logic models or a theory of change and demonstrate the outputs and effects of a given action or activity. Development of logic models or theories of change can be used to identify measures of performance and can be seen to support evaluation and assist in review and ongoing action planning. See appendices 1 and 2 for examples and templates.

Logic Models may be used prospectively or retrospectively. If utilising the process prospectively this may be beneficial for local authorities where development of a logic model helps local authorities consider what it is they want to measure, what small/medium/long term effects would be expected as a result of a given action or to consider what success might look like.

Alternatively, if utilising the process retrospectively, this may help to consider gaps and where further progress may need to be made, resources invested or to review and evaluate local commitments that have been made.

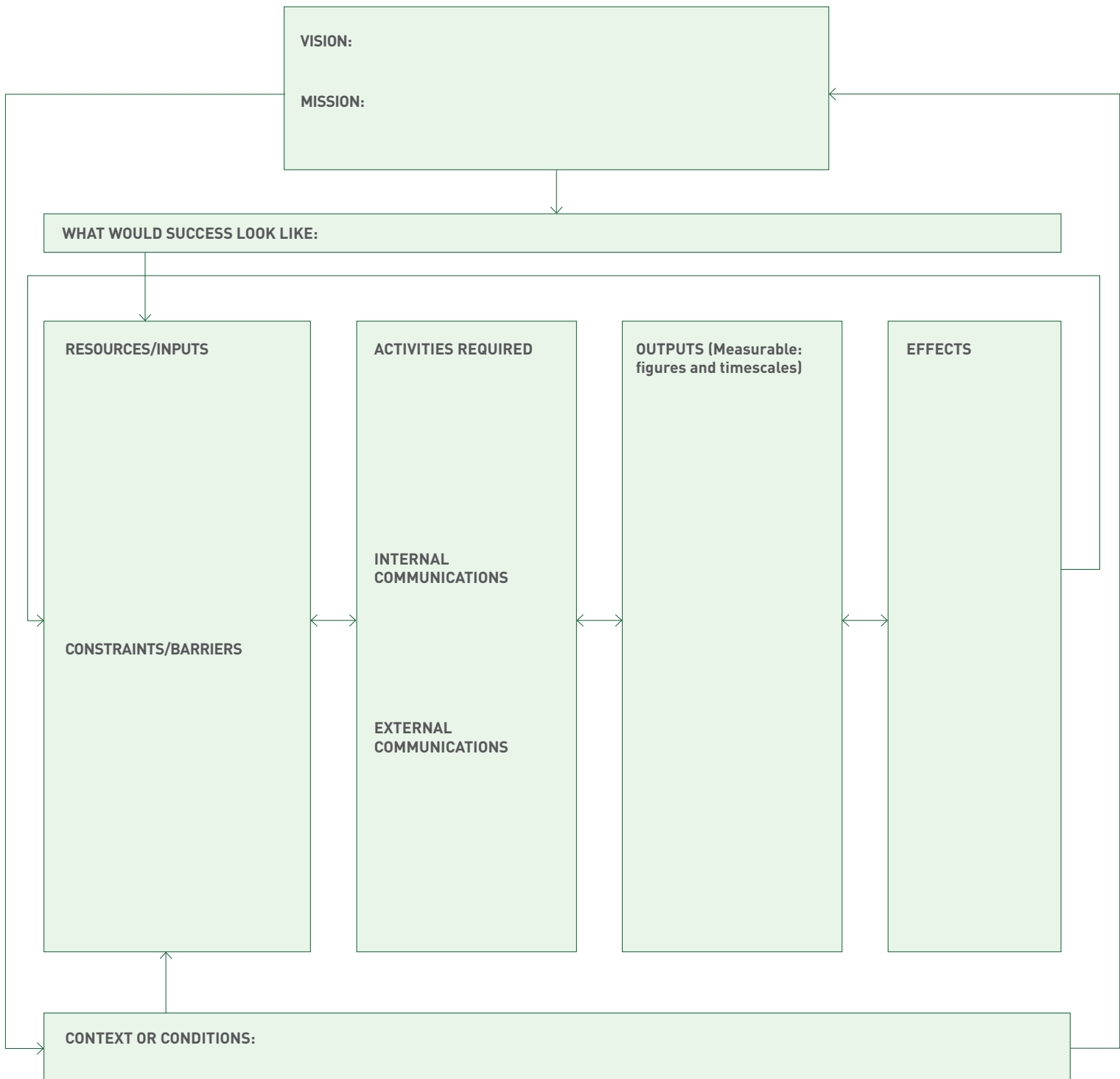
Use the template on the next page to identify specific actions/activities linking to the commitments in the declaration where you wish to demonstrate impact or review progress. You may wish to consider how cross departmental working, stakeholders, resources have been helpful as enablers or barriers? Outputs may also be steps in the process to achieving potential future impact.

## SECTION (4) ACTIVITY - MONITORING PROGRESS, DEMONSTRATING IMPACT AND FUTURE ACTION PLANNING (Continued)

<b>Commitment No: ?</b> Identify the specific commitment this relates to here.	<b>Resources/Inputs</b> e.g. resources, infrastructure, stakeholders.	<b>Constraints/Barriers</b> Inputs can also include constraints such as regulations or funding gaps, which are barriers to your objectives.	<b>Context or Conditions</b> What is the climate in which change will take place?	<b>Intermediate Outcomes/Outputs</b> What evidence is there that the activities have been achieved?	<b>Activities Required</b> What needs to happen to direct the course of change? Include <b>Internal and External Communications</b>	<b>Effects - S/M/L</b> (or results, consequences, outcomes, or impacts).	<b>Long Term Goal/Vision</b> (may link to PHOF/ NCMP data or other measures) Consider what motivates the need for change.
Description of a specific action, area of policy or initiative that relates to a commitment.	Description of the resources required.	Description of any barriers or constraints to the action.	Consider, political and economic climate, converging or competing agenda's?	Consider measurable outputs. Anything quantifiable such as numbers recorded, timescales etc.	Describe the activities here. Describe how 'outcomes' and 'effects' will be shared, celebrated. What needs to happen if outputs or effects are not achieved?	Describe the type of changes that came about as a direct or indirect effect of the activities.	Within this section also try to describe what success would look like? Would this be possible without the HWD?

## HWD MONITORING TOOL

### TEMPLATE LOGIC MODEL







# FOOD ACTIVE

## SECTION (5) SHARED LEARNING - DEEP DIVE VIGNETTES OR CASE STUDIES

**Key objective:** to consider examples of specific activities or changes in policy, that have happened as a direct result of adopting the HWD. The vignettes are designed to identify learning internally for future action planning and also externally to share examples of good practice. This section has been established for use by Local Authorities it can however also be used to consider the impact of the declaration on partner organisations.

Information can be generated via internal and external stakeholder interviews or small facilitated group discussion to record observations. The following prompts are useful questions to consider when developing case study examples:

<b>Commitment: Describe the specific activity/policy, intended effects and the outputs achieved to date.</b>
<b>For each participant ask them to consider the following:</b>
1. Prior to adoption and support for the Local Authority Declaration on Healthy Weight; was healthy weight an existing priority for your area of work? Please provide details.
2. How has adopting the Local Authority Declaration had an impact on delivery of your workplans? Has this resulted in the requirement for extra resources or have you been able to utilise existing resources?
3. Can you describe the process, steps involved in achieving progress, who you have engaged and who has been key to achieving any successful outputs?
4. What have been the key challenges in making progress against the action described above?



## SECTION (5) SHARED LEARNING - DEEP DIVE VIGNETTES OR CASE STUDIES (Continued)

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**Commitment: Describe the specific activity/policy, intended effects and the outputs achieved to date.**

5. In relation to your own area of work and specific action or activity, in what way do you think the Local Authority Declaration has:

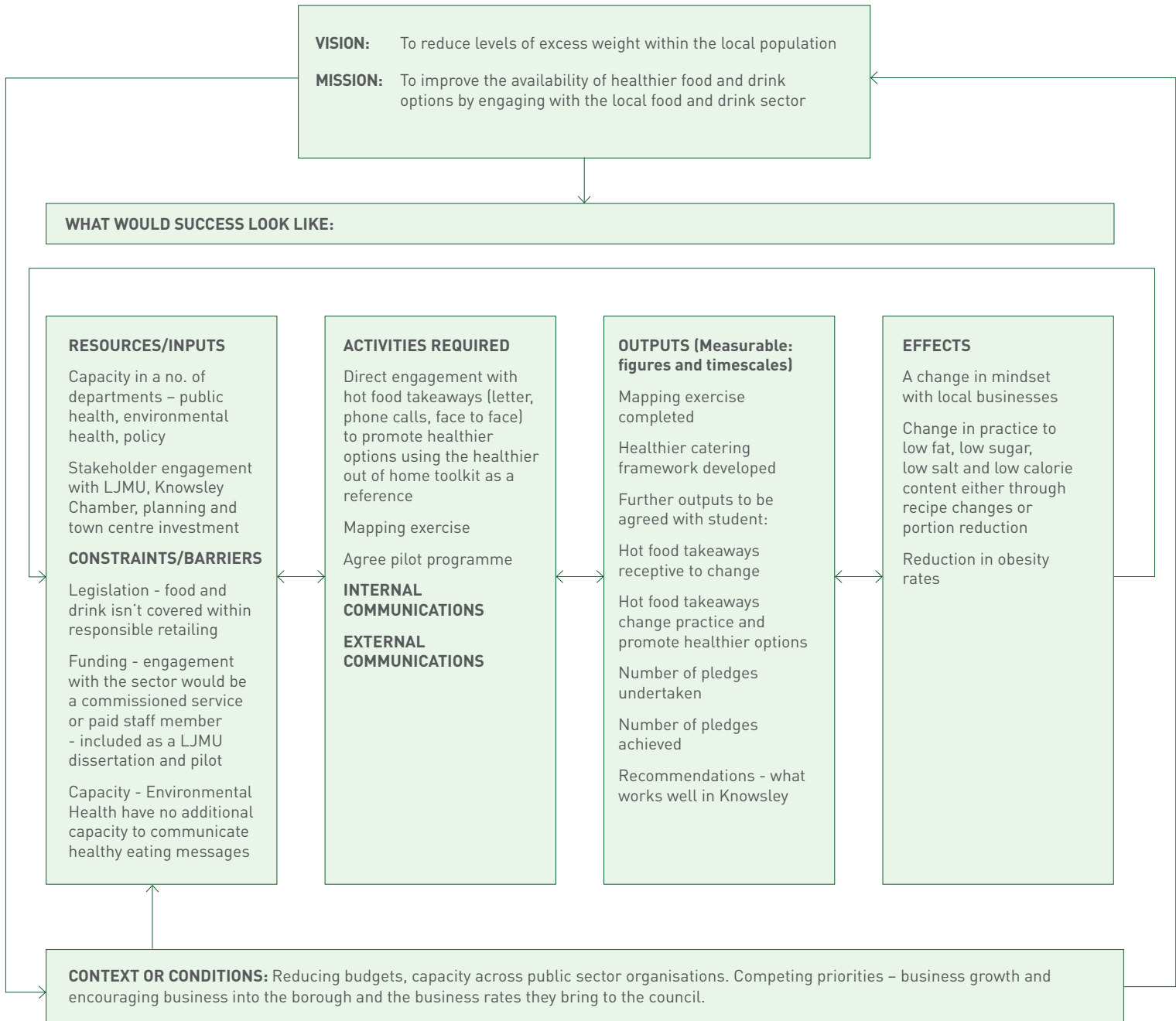
- Challenged the status quo?
- Built capacity within the organisation/across organisations to make progress?
- Built relationships and collaborative working?
- Helped to identify common goals and a shared agenda?

6. What has been the one key significant achievement?

7. What are the next steps in meeting S/M/L term outcomes?

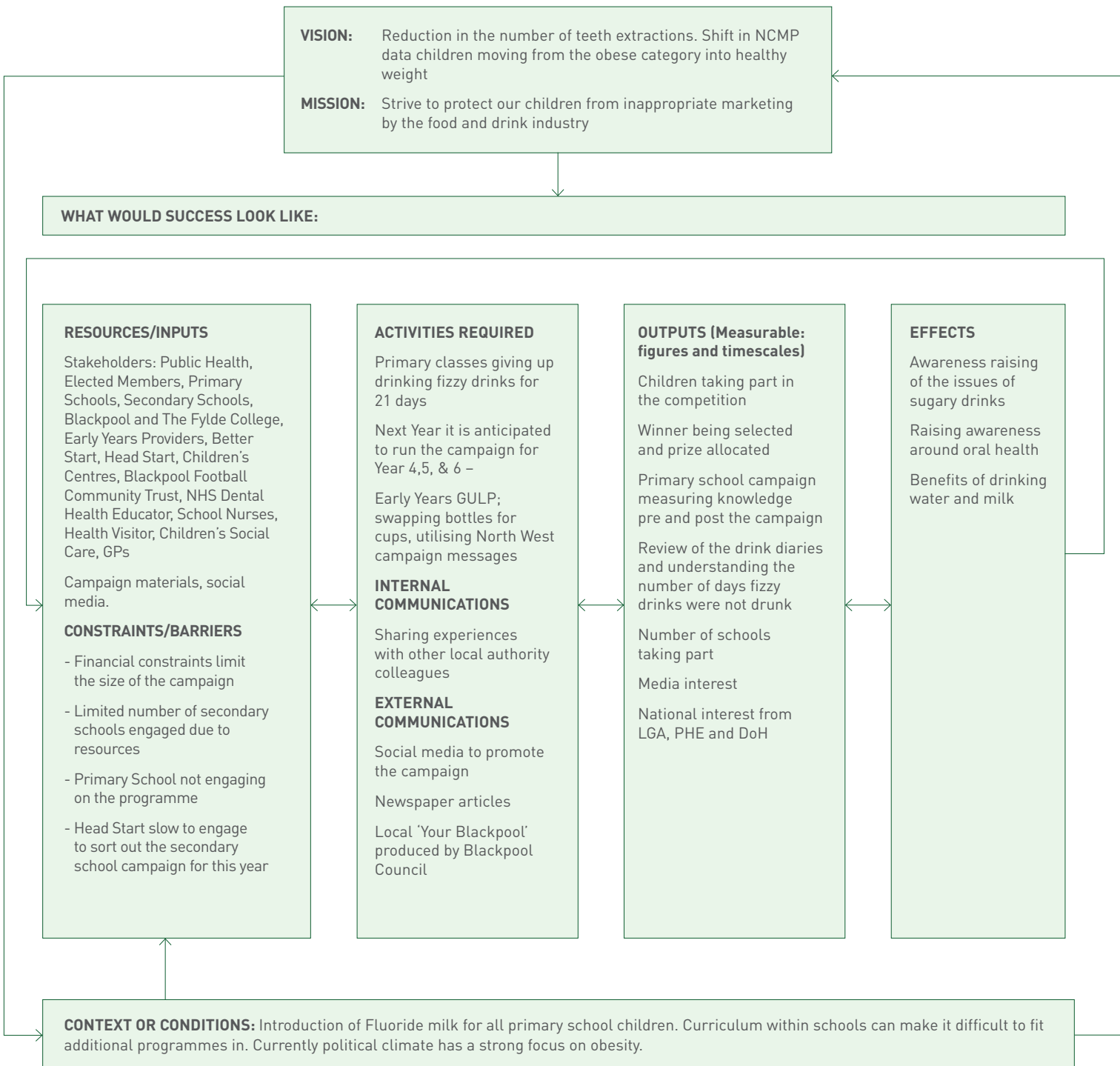
## Appendix 1. HWD MONITORING TOOL

### LOGIC MODEL EXAMPLE 1: KNOWSLEY BOROUGH COUNCIL



## Appendix 1. HWD MONITORING TOOL

### LOGIC MODEL EXAMPLE 2: BLACKPOOL COUNCIL





## APPENDIX 3: DEEP DIVE VIGNETTES OR CASE STUDIES – CASE STUDY EXAMPLE: KNOWSLEY BOROUGH COUNCIL

<p><b>Commitment: Number 14 – see below</b>  <b>Describe the specific activity/policy, intended effects and the outputs achieved to date</b></p>
<p>‘Consider supplementary guidance for hot food takeaways, specifically in areas around schools, parks and where access to healthier alternatives is limited’.</p> <p>Outcomes and outputs achieved to date:</p> <ul style="list-style-type: none"> <li>• Planning Department routinely send applications to Public Health for comment</li> <li>• Health Impact Assessment training has been delivered to the planning department</li> <li>• Detailed data, evidence, benchmarking and mapping information has been produced in relation to 400m exclusion zones</li> <li>• Agreement with Head of Planning and Principle Planner to include 400m exclusion zones as part of next year’s Local Plan and SPD documents</li> <li>• Liverpool John Moores University – student dissertation agreed around current hot food takeaways engagement and improvement in practice (using PHE out of home toolkit)</li> </ul>
<p><b>For each participant ask them to consider the following:</b>  <b>1. Prior to adoption and support for the Local Authority Declaration on Healthy Weight; was Healthy Weight an existing priority for your area of work? Please provide details.</b></p>
<p>It was very much an emerging priority at the point of sign up to the declaration. Trends were showing an alarming increase in overweight and obesity levels in Knowsley and we were re-commissioning obesity related services with smaller financial envelopes. There was an awareness that we had to do things differently, shifting policies etc and involve council partners in this process.</p>
<p><b>2. How has adopting the Local Authority Declaration had an impact on delivery of your workplans? Has this resulted in the requirement for extra resources or have you been able to utilise existing resources?</b></p>
<p>Work on obesity over the last two years has become a lead priority area for one of the Public Health Team Programme Managers; it has also taken further prominence in officer’s time – developing partnerships largely based on good-will has taken considerable efforts and persuasion.</p> <p>Co-ordination has been managed in house as it has become an increasing priority, however in order to deliver operational elements for this and other actions we have needed to think creatively and rely on partnerships built with colleagues in the Council and beyond. For example; a partnership between Liverpool John Moores University, Public Health and Environmental Health. It has been agreed that two students will be based in the Council as part of their work on a related dissertation. One student will be reviewing and engaging with hot food takeaways, the other will be working with teachers, parents and children aiming to review health literacy and suitable messages.</p>

## APPENDIX 3: DEEP DIVE VIGNETTES OR CASE STUDIES – Case Study Example (Continued)

### 3. Can you describe the process, steps involved in achieving progress, who you have engaged and who has been key to achieving any successful outputs?

Initially a lot of the activities around this particular pledge were fact finding and having lots of conversations to understand the current landscape in Knowsley, followed by putting the case together for action.

Who we have worked with: Environmental Health & Consumer Protection, Planning, Performance and Business Management, Liverpool John Moores University.

**Step 1:** Initial conversations with partners – raising awareness of the pledge and working together to discuss options that are achievable.

**Step 2:** Fact finding – number of planning applications, number of hot food takeaways/food premises' and locations/obesity rates (school & locality).

**Step 3:** Mapping – maps were produced to highlight takeaway saturation in relation to schools, green spaces etc and the correlation to obesity rates in schools and localities.

**Step 4:** Reviewing local plans and Supplementary Planning Documents (SPD's)– bringing information to senior planners, and agreeing to include the 400m exclusion zones.

**Step 5:** Further evidence (literature, data and case studies) of links to saturation levels, deprivation and obesity.

**Step 6:** Jointly producing new local plan and SPD documents.

### 4. What have been the key challenges in making progress against the action described above?

**Obesity data** – unable to definitively declare that saturation levels are contributing to obesity levels in localities and within schools e.g. the highest obesity rates for children are not necessarily seen in the areas of high deprivation.

**Capacity** – other departments have shown a great willingness to do what they can but time is stretched on their day-to-day business. Similarly, it has taken a lot of time and effort from a Public Health point of view to engage with all of the partners and pull together the information and evidence they require.



## APPENDIX 3: DEEP DIVE VIGNETTES OR CASE STUDIES – Case Study Example (Continued)

### 5. How do you consider the Local Authority Declaration on Healthy Weight, in relation to your area of work and specific action/activity has:

- Challenged the status quo
- Built capacity within the organisation/across organisations to make progress
- Built relationships and collaborative working
- Helped to identify common goals and a shared agenda

The HWD has certainly supported us to build relationships with important council partners – planning applications in relation to A5’s generally aren’t challenged due to these being overturned on appeal, however, we are now working together on a new approach and making it clear through the SPD’s that we will consider issues of saturation and this will support us when making a rejection.

### 6. What has been the one key significant achievement?

An agreement to include the 400 metre exclusion zones, and actively contribute to the new local plan.

### 7. What are the next steps in meeting S/M/L term outcomes?

**Short:** Gather all relevant evidence and include in the new local plan and SPD documents.

**Medium:** Reduction in saturation of A5 hot food takeaways in areas of high deprivation and obesity, and an increase in healthier options in these areas.

**Long:** Attitude and culture shift to healthier options when eating out of home.

# FOOD ACT!VE

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**For Review:  
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**EDITION ONE**  
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