Torbay's

2010 Joint Strategic Needs Assessment





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Foreword

I am very pleased to publish the third JSNA for Torbay. The evidence from previous JSNAs and other work have been used to refine the key priorities for the Torbay Strategic Partnership and highlight the areas of greatest concern.

In creating this third JSNA, we have built on the application of previous versions and taken into account suggestions from local commissioners on how to improve the tools available.

The JSNA for 2010 has three main areas of functionality:

- 1. An interactive set of tools which allows users to interrogate indicators by geographical ward or GP surgery. These are dynamic and will need to be regularly updated. Commissioners will be able to see not only where the hotspot areas for attention within Torbay are on any given indicator, but also be able to correlate issues of concern with other datasets.
- 2. Whilst interactive and up to date data is essential in a changing world, I am also aware that commissioners have welcomed the previous analysis highlighting the current position for their ward or GP surgery for the statistically significant indicators for Torbay. This analysis is provided using the information currently available and is intended to highlight for commissioners areas for further attention.
- 3. Finally, Torbay Strategic Partnership (TSP) needs to see a summary analysis of current issues for the whole of Torbay. In presenting this analysis, I have acknowledged that some priorities have already been agreed in previous work. Some are nationally given, e.g. CO2 emissions, some have been highlighted in previous local analysis and remain an issue, e.g. the demographic bias, some are high risk or high cost, e.g. supporting the most vulnerable children and some have been identified through community feedback, e.g. Place Survey. These are illustrated by the 'Top level area of interest' in the following report.

As described above, the high level analysis for TSP reflects and summarises existing issues. This provides a baseline for the development of future priorities whilst taking into account previous work. The summary of statistically significant indicators for Torbay allows commissioners to identify areas for further analysis at a lower level and this analysis can be undertaken using the interactive tools.

The tools to support JSNA are discussed in detail in appendix 2, and can be accessed online at:

http://www.torbaycaretrust.nhs.uk/pages/publichealth.aspx

I would like take this opportunity to thank the i-bay network for their continued hard work in bringing together partnership information in a way that will be of benefit to the population of Torbay.

Debbie Stark

Director of Public Health, Torbay

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INTRODUCTION

Background

The Local Government and Public Involvement in Health Act (2007) requires Primary Care Trusts (PCTs) and Local Authorities to produce a Joint Strategic Needs Assessment (JSNA) of the health and well-being of their local community. The needs assessment is a systematic method for reviewing the health and well-being needs of a population, leading to a review of commissioning priorities that will improve the health and well-being outcomes and reduce inequalities.

The purpose of JSNA is to improve the health and wellbeing of the population by identifying need both over the short term (three to five years) and longer term (five to ten years). JSNA identifies "the big picture" in terms of the health and wellbeing needs and inequalities of a local population. It provides an evidence base for commissioners to commission services according to the needs of the population.

A JSNA is not a needs assessment of an individual, but a strategic overview of the local community need – either geographically such as local authority / ward or by setting such as GP practice.

The JSNA allows local partners to identify common priorities (for particular groups, services, wards or GP practice) from key findings and to determine an evidence-based approach on how best to work together to meet those needs - whether through joint commissioning, joint provision or other approaches - and measure by achievement of joint targets (Community Plan).

A JSNA will:

- Provide an evidence base to aid better decision-making.
- Support the delivery of better health and well-being outcomes for the local community.
- Inform the next stages of the commissioning cycle.
- Underpin the Community Plan and the choice of local outcomes and targets, as well as local commissioning plans.
- Send signals to existing and potential providers of services about potential service change.
- Define achievable improvements in health and well-being outcomes for the local community.

In Torbay, JSNA has evolved from an NHS / Local Authority centric assessment to a Local Strategic Partnership (LSP) assessment of population need. Incorporating information from LSP members not only benefits wider LSP members, but also recognises the wider determinants of health. Torbay's approach to JSNA recognises the importance that all organisations (statutory, voluntary and community) have in improving the health and wellbeing of Torbay's population.

Structure

The JSNA structure is based around the LSPs Community Plan; 'together we can make a brighter bay'. The Community Plan, developed by the LSP on behalf of Torbay resident's, sets out ambitions for the next 20 years.

"The plan aims to unlock Torbay's potential and drive forward economic prosperity to give us prosperous communities with a higher quality of life and improved access to jobs."

The approach to JSNA in Torbay for 2010 is to remove the 'static document dataset' and move to a dynamic and interactive dataset. The interactive dataset is exampled and discussed in further detail below in the methodology section, and also in appendix 2 of this report.

This new approach to JSNA in Torbay represents a positive step forward in meeting the intelligence needs of LSP members to better understand the needs and challenges within the population. Torbay's approach to JSNA has evolved over time, and will continue to evolve as more partners bring their ideas to JSNA.

This report presents a set of 14 broad 'areas of interest'. These 14 areas of interest represent an overview for the LSP to consider, and not a comprehensive or exhaustive list of all areas of interest.

Under each of the Community Plan themes (figure 1), there are a series of 'areas of interest', along with an additional section on demography. Accompanying the areas of interest are associated potential consequences.

Figure 1: Community Plan themes:



Figure 2: Area of interest setting matrix:



Methodology of selecting areas of interest

In determining the broad areas of interest, a matrix framework has been applied (figure 2) following a review of strategies and assessments across the LSP, supported by the JSNA interactive tools.

The 14 areas of interest have been derived from an approach that could loosely be described as a 'meta-analysis' following a systematic approach in reviewing the available local strategies and assessments.

Consideration has been given to nationally agreed and existing targets for Torbay for example to reduce the level of CO² emissions in Torbay, local needs identified through the JSNA interactive tools

for example the ageing demographic, high risk high cost priorities for example supporting the most vulnerable in society, and the local community views for example the results from public perception surveys.

Methodology of selecting indicators for profiles

The matrix framework shown in figure 2 has been further applied to identify a series of indicators. These indicators, 24 in total, are contained within the ward and GP profiles. The profiles provide a summary of the challenges for Torbay and highlight the inequalities that exist within Torbay. Further discussion on the presentation and content of the profiles is given in appendix 1.

Interpretation of JSNA dataset

The broad areas of interest are supported by a set of interactive tools. These interactive tools have been designed to allow interrogation by setting or area based data within Torbay, by either GP practice or electoral ward. The tools also allow comparison with a single indicator over time.

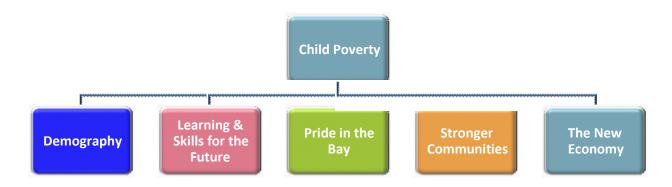
Presenting data in this fashion allows users to investigate relationships between topics. That could be over time or seeking out to identify a sensible relationship between indicators.

For example, if we consider Child Poverty. Formally defined as 'The proportion of children living in families in receipt of out of work benefits or in receipt of tax credits where their reported income is less than 60 per cent of median income'. Using the tools we can investigate an area based relationship between Child Poverty and other indicators within other themes of the community plan, along with the changing picture of child poverty over time.

Child poverty can therefore be looked at alongside demography indicators, including deprivation, and as we would expect there is a relationship. Within the context of child poverty and health, we can observe a strong relationship between child poverty and mothers that smoke during pregnancy. That is we can observe that areas with higher levels of child poverty, also experience a higher proportion of mothers that smoke during pregnancy.

This approach is illustrated in figure 3, and is intended to facilitate a deeper understanding of the needs and challenges within the population.

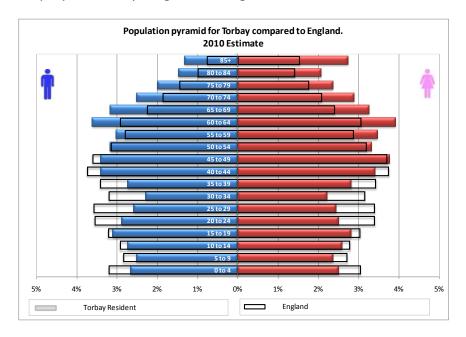
Figure 3: example of how to compare datasets by Community plan theme.



Further detail on the interactive tools is given in appendix 2.

DEMOGRAPHIC OVERVIEW

Torbay's position as a seaside community continues to prove popular as a retirement destination. This popularity is illustrated in the following population pyramid, where Torbay's population structure is shown with the solid bars, compared to the England structure with the hollow bars. Torbay's population structure is very much dominated by the higher proportion of older people and the noticeably lower proportion of younger adults aged 20 to 39.



Source: 2010 based Sub National Population Projections, Office for National Statistics. Population pyramid taken from Torbay's JSNA population tool.

With this older person bias in the population, Torbay has a noticeably higher average age when compared to the national average. In 2010, Torbay's average age is estimated to be 4.7 years older than the national, this difference is expected to grow to just over 5 years by 2020.

As Torbay's population ages, the proportionate workforce within the bay to support the retirement age population is expected to decrease. This means that for every person of retirement age, there are expected to be fewer people of working age. In 2010, there are 2.1 working age people in Torbay for every person of retirement age; this is expected to decrease to 1.7 people of working age per person of retirement age by 2020. This is noticeably lower than the national average.

The Ratio within the following table, is the ratio between the working age population and the retirement age population, and is based on current working age parameters (16 to 59 females, 16 to 64 males).

	201	.0	201	.5	202	.0	202	.5
Area	Average age	Ratio						
Torbay	44.1	2.1	44.8	1.9	45.6	1.7	46.4	1.6
England	39.4	3.2	39.9	3.0	40.5	2.8	41.4	2.6

Source: 2010 based Sub National Population Projections. Office for National Statistics.

Despite Torbay's position as a seaside community, there are pockets of severe deprivation. These pockets, shown in red in the below map, have a direct link with communities with poorer educational attainment, poorer socioeconomic status, lower earnings and the lowest life expectancy. A partnership approach to reducing deprivation in these communities will have positive impacts, not only on the individuals in the communities but also on the services commissioned and provided within these communities.

Levels of modelled socio economic deprivation for Torbay have deteriorated over the last 10 years. From just outside the top quartile most deprived local authorities in 2001 and 2004 to well within the top quartile most deprived in 2007, this trend of worsening deprivation is expected to continue when the updated 2010 Index of multiple deprivation is published (expected autumn 2010).

There is an overwhelming amount of evidence that links economic prosperity and population socio economic outcomes, evidenced recently in the Marmot review¹.

Stimulating the local economy of Torbay, such as, removal of infrastructure isolation would have a direct positive outcome on the population's health and wellbeing, along with reducing the level of inequalities that exist within the population and offering effective cost savings across public sector agencies.

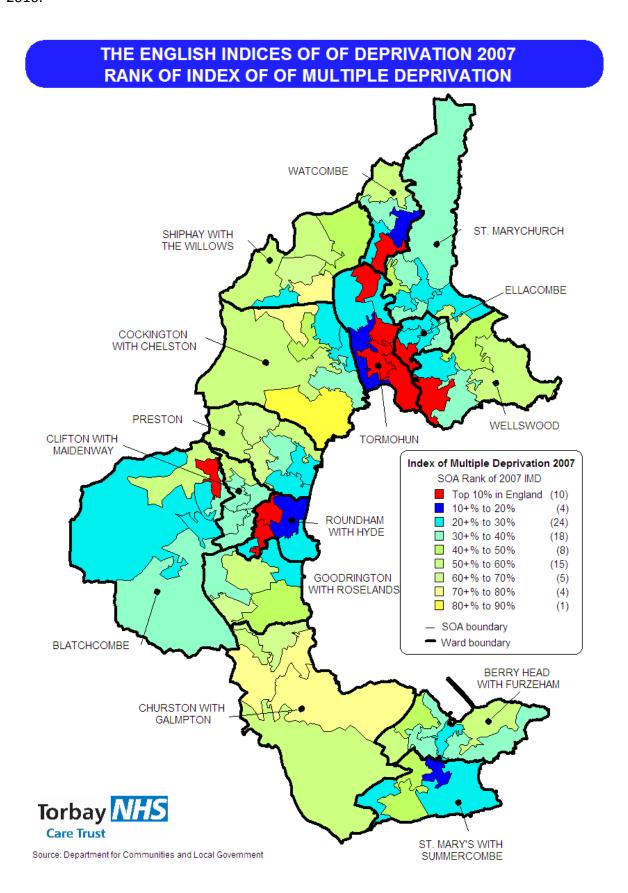
Health inequalities, and in particular poorer outcomes for poorer communities, have been well evidenced in recent years. From the 2004 Choosing Health White Paper², to Fair Society, Healthier Lives (The Marmot Review¹) 2010 and more recently the Coalition Government State of the nation report: poverty, worklessness and welfare dependency in the UK³. All of these papers highlight inequalities and aspirations to build a fairer society. Inequalities in the population have a detrimental impact on public sector expenditure, with the tax payer disproportionately spending more in areas of greatest need. Evening out the playing field by removing, or significantly reducing inequalities would be to the benefit of society in general.

Within Torbay there are multiple inequalities and worsening levels of relative modelled deprivation. For example, the gap in life expectancy between the more affluent and most deprived communities in Torbay remains at over 7 years. The gap between the poorest neighbourhoods dying 7 years earlier than the richest represents a gap that exists in other key outcomes along the life course, and is indicative of the gap in inequalities within Torbay.

Demographic areas of interest and potential consequences:

Top level areas of interest	Potential outcome or consequence	
Plan for the ageing population. Identified through the JSNA	Disproportionate costs of an aging population on the health and social care will increase the burden of service provision in Torbay.	
Reduce the gap between the most and least deprived in our community. Identified through the JSNA and Marmot review	A reduced gap in inequalities will lead to improved outcomes for residents along the life course and future savings for public services.	

Deprivation map of Torbay with associated electoral wards. Areas in red are amongst the top 10% most deprived areas in England. The English Indices of Multiple Deprivation are due for update in late 2010.



PRIDE IN THE BAY

Through the 'Pride in the Bay' theme in the Community Plan we are aiming for a cleaner and greener Torbay.

Together we can:

- Create and maintain quality environments that are clean, safe and pleasant.
- Improve the quality and quantity of culture on offer in Torbay.
- Make it easier to get around Torbay.
- Be proud to provide high quality services to visitors and residents.

The environment in which we live is directly related to the health and well-being outcomes of those that live in those communities. Enabling communities to become healthy and sustainable places to live is fundamental in the reduction of inequalities.

The communities we live in affect our physical and mental health and well-being (Marmot¹). The characteristics of the communities, through the built environment, do not always enable communities to undertake healthy behaviours.

Understanding the preventative agenda, where prevention is preferred to cure, is important in understanding the impact Pride in the Bay has on services further along the life course.

Key findings:

- Torbay has achieved a great deal in continued reductions around the levels of CO2. Figures from the Department of Energy & Climate Change show Torbay had the second lowest level of emissions per capita in the region in 2008, at 5.0 tonnes per head, this compared to 7.8 regionally and 8.0 nationally.
- The local perception around being able to influence decisions in the local area is amongst the lowest in England, 4th lowest out of 352 local authority areas.

Areas of interest and potential consequences to creating and developing a cleaner, greener and more sustainable Torbay:

Top level areas of interest	Potential outcome or consequence
Multi agency commitment to reducing the level of CO2 emissions in Torbay. Identified through the 'Climate change strategy for Torbay'	Generating a sustainable Torbay for future generations to live in and prosper.
Improving the infrastructure and connectivity of Torbay with the rest of the country. Identified through the 'Local Transport Plan'	Torbay's position as an almost isolated community within a peninsular is having a detrimental effect on the population's health.
Building social capital through allowing communities to make the local decisions. Identified through 'Putting People at the centre of decision making'	Generating a sense of community worth, pride and identity. Enabling residents to take responsibility for their community.

LEARNING AND SKILLS FOR THE FUTURE

Through the 'Learning and Skills for the Future' theme in the Community Plan we are aiming for better education, better skills and better prospects for current and future generations in Torbay.

Together we can:

- Ensure every child and young person in Torbay is supported and helped to achieve the best outcomes they can.
- Ensure every child and young person in Torbay lives in safety and good health, is well educated, enjoys their childhood and contributes positively to community life.
- Support families to care for their children.
- Make a positive difference to children and families in Torbay.

Giving every child the best start in life, not only in supporting the child and family in early health related services, but also in their journey through the educational system, is important to reducing health inequalities through the rest of their life course. A disproportionate focus on achieving specific outcomes within the educational system would be ineffective if the support is not given in the early developmental years (Marmot¹).

Investing in early years is crucial to breaking the cycle of inequalities and reducing the gap between the least and most advantaged. Enabling future generation's successful educational outcomes and promoting a more skilled workforce.

Key findings:

- Communities performing poorly in foundation stage profile, show poor performance through the key stages.
- The level of qualification attainment in Torbay's workforce has increased over recent years, with fewer people in the workforce without any qualifications. However, the proportion of the workforce with NVQ level 4 or above is lower than regional and national averages.

Areas of interest and potential consequences to creating and developing better education, better skills and better prospects for current and future generations in Torbay:

Top level areas of interest	Potential outcome or consequence
Invest in early years. Identified through the 'Children and Young Peoples Plan' and the 'Marmot Review'	Improving the health and wellbeing at the start of the life course will reduce generational inequalities.
Support the most vulnerable children and young people in the bay. Identified through the 'Children and Young Peoples Plan'	Providing a safe environment for all children to grow, develop and reach their full potential.
Develop the workforce skill set to suit the needs of the business community. Identified through the 'Economic Strategy' and the 'Employment and skills board'	Build a stronger more resilient local economy.

THE NEW ECONOMY

Through the 'New Economy' theme in the Community Plan we are aiming for a thriving and more prosperous Torbay.

Together we can:

- Improve the leisure economy and what we have to offer visitors.
- Increase value and improve economic performance of key sectors.
- Encourage appropriate diversification of the economic base.
- Provide business and infrastructure support for economic growth.
- Develop skills and learning opportunities.
- Support our communities to achieve a higher quality of life.

Without a thriving local economy Torbay will experience a significant widening of inequalities. Where those in good employment experience a more positive impact on health, compared to the unemployed who experience negative and poorer health outcomes.

Torbay's low wage and benefit dependent economy is linked to poorer health outcomes of residents. Those who are disadvantaged from good employment are more likely to experience poor health. Patterns of employment in Torbay are closely linked to inequalities, where areas of most disadvantage suffer the highest levels of unemployment and greatest barriers to address.

Key findings:

- Torbay's overall economic performance, measured by Gross Value Added, is the lowest in the region at £12,506 per head of working age population. This is well below the regional (£18,235) and national (£20,458) averages.
- Torbay suffers from a limited and low wage economy. An economy dependent on the public sector employment leaves Torbay vulnerable to large scale public sector cuts.

Areas of interest and potential consequences to creating and developing a thriving and more prosperous Torbay:

Top level areas of interest	Potential outcome or consequence
Reduce the number of children living in poverty. Identified through the 'Children and Young Peoples Plan' and the 'Economic Strategy' and the Marmot Review	Improved outcomes for children along their life course.
Reduce the number of people dependent on benefits. Identified through the 'Economic Strategy' and the 'Employment and skills board'	Increased productivity and prosperity for Torbay.
Improve the economic resilience and competitiveness of Torbay. Identified through the 'Economic Strategy' and the 'Employment and skills board'	A large dependence on public sector employment leaves Torbay vulnerable to government cuts.

STRONGER COMMUNITES

Through the 'Stronger Communities' theme in the Community Plan we are aiming for a safer and healthier Torbay.

Together we can:

- Create a safe place to live, work and visit.
- Have access to good quality housing and support education, training and employment.
- Live in healthier communities and have happy, independent and healthy lives.
- Develop our own communities and treat each other with respect and consideration.
- Value the contribution that older people can make to the economy and life in Torbay.

To some extent there is a causal relationship between the three community plan themes of pride in the bay, learning and skills for the future and the new economy with stronger communities. In essence if the priorities associated with these three themes are addressed, the longer term effect would be that of a healthier and safer community.

The gap in life expectancy in Torbay between the least and most disadvantaged communities is 7.3 years for males, and 8.1 years for females. This gap is slowly reducing for males, but has widened for females in recent years (it is too early to see if this is a trend).

Key findings:

- Mortality considered amenable to healthcare in Torbay is significantly higher than the regional average, but in line with the national.
- Alcohol contributes significantly towards Torbay's night time economy. Alcohol also contributes towards localised violent assaults and increases the burden on the health care system through alcohol related hospital admission.

Areas of interest and potential consequences to creating and developing a safer and healthier Torbay:

Top level areas of interest	Potential outcome or consequence
Close the gap in mortality between the most and least advantaged communities. Identified through the 'Liberating the NHS'	Preventing people from dying prematurely.
Develop sustainable neighbourhoods. Identified through 'The Future of Housing in Torbay'	Reduce the levels of poor housing and households living in fuel poverty.
Building a safer Torbay together. Identified through 'Devon and Cornwall police, Local Policing Plan'	Protecting people from harm and Improving residents and visitors perception of Torbay as being a safe place.

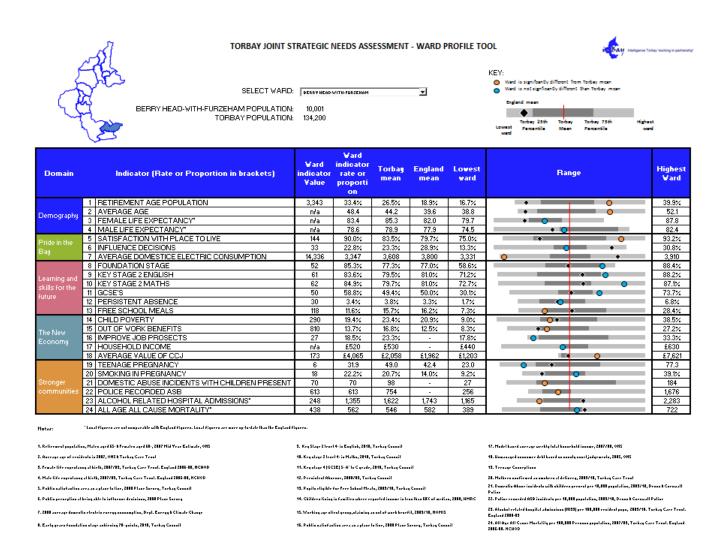
Appendix 1: Summary Profiles

The profile tools provide a framework to compare indicators against the Torbay and England average, where possible. Users of the profiles can select the geographical area of interest, or GP practice of interest. In doing this users are then able to look at the key indicators to identify challenges within that population.

Modelling is underway to estimate some of the wider social challenges by GP practice in the Bay. For example, the levels of child poverty by practice.

The data is presented in both tabula and graphical format, as shown below. This allows users a quick visual reference on the area of interest and also allows users to extrapolate the numbers where applicable.

The graph highlights indicators as either statistically significantly different, or not, to the Torbay average.



Appendix 2: Torbay's move to a new model for JSNA

Torbay's JSNA model is centred on a series of interactive tools based on the community plan themes. These are supplemented with additional tools around demography including population projections.

The NHS white paper, Equity and excellence: Liberating the NHS, places commissioning responsibility for improving the health and wellbeing of the population jointly with GP consortia and local authorities. This perspective is reflected in JSNA with the inclusion of practice based data, where applicable.

This JSNA forms a three tiered model to JSNA for commissioners across all public service agencies, providing them with the evidence needed to agree and shape service delivery across Torbay. It should be possible to import sections of this report or interrogation of the tools into funding applications, strategies and reports.

The tools are intended to be dynamic in allowing partners to update when applicable, ensuring that users access up-to-date information. The JSNA tools will represent a set of strategic intelligence tools and not a performance repository. They will however be informed by the emerging proposals in the consultation paper Liberating the NHS, Transparency in Outcomes and other emerging white papers and changes in policy.

Tools:

Population projection tool (exampled below)
 JSNA Data tool (exampled below)
 Projected needs tool In development

The projected needs tool is designed to represent straight line growth based on present data. For example, if hospital admissions are currently X in year 2010, given the expected population change we would expect to see Y admissions in year 2010+Z.

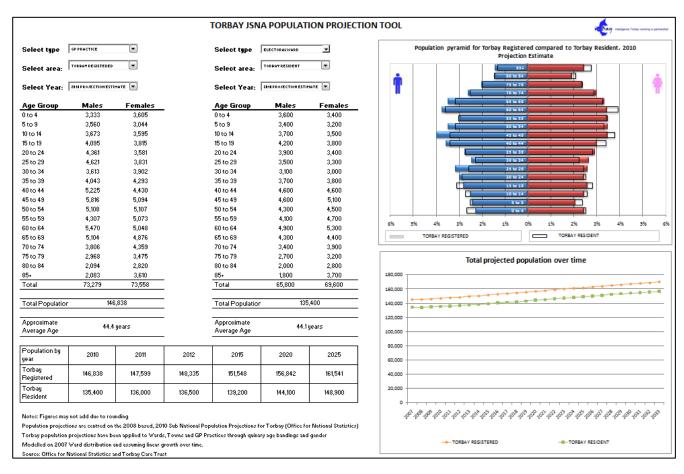
This tool will be a mixture of being able to enter data into a set of defined parameters, or by selecting themes of interest. For example, an individual practice may wish to know how many patients to expect on a specific register in 5 years' time. The practice could enter the data and derive an estimate. To improve the estimate, the data input options would allow quinary age bandings by gender, and the output supplied with appropriate confidence intervals around the estimate. A second example would allow a commissioner to take current use of a service and predict forwards into the future using expected population variations.

This tool is expected to be ready by early 2011. Other projection tools are being developed nationally and will be added when available.

Overall, the tools have been designed to allow a quick and intuitive analysis through a series of drop down boxes. This includes a series of self-generating notes and includes notes on how to interpret the

Population projection tool

This tool gives flexibility for users to choose an area or setting by year of interest between 2007 and 2033. Users are able to select local wards, towns or GP practices and compare them with either the same area / setting at two different points in time, or compare different areas / settings. The example given below is a comparison between resident and registered populations in 2010. Data is output in the quinary age banded gender table with totals and estimate average age at that year. Selection of settings / areas by year generates a comparison population pyramid and a chart showing the estimated population growth over time for the two areas / settings.

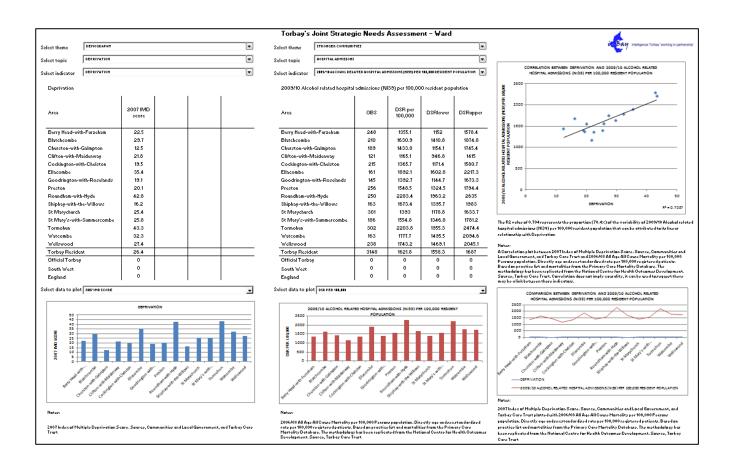


JSNA data tool

This tool allows users to interrogate various datasets under the community plan themes, along with additional intelligence on demography.

Information has been presented by setting or area (GP practice or ward) where possible and applicable. Through a series of drop down boxes, users can quickly look at a single topic, or compare two indicators to investigate any sensible relationships.

The example below presents ward data for deprivation and alcohol related hospital admissions. The data is presented in tabula format, with graphs per dataset presented below the tables. Users can also view a scatter plot illustrating area based relationships (these relationships do not imply causality). Finally, there is a chart that shows the two datasets against each other, in this example the scale of the deprivation does not lend itself well to the directly age standardised rate of hospital admissions.



Appendix 3: Reference and contribution

References:

- 1. Fair Society, healthy Lives. The Marmot Review. University College London, Feb 2010
- 2. Choosing Health, Making healthier choices easier. Department of Health, Nov 2004
- 3. State of the nation report: poverty, worklessness and welfare dependency in the UK. Cabinet Office, May 2010

Supporting documents:

Climate change strategy for Torbay 2008-2013 Torbay Council

Community Plan, Together we can make a brighter Bay 2010-2013 Torbay Strategic Partnership

Fair Society, healthier Lives 2010 The Marmot Review

Liberating the NHS, Transparency in outcomes Department for Health

Local Policing Plan 2010-2013 Devon and Cornwall Police

Local Transport Plan 2006-2011 Torbay Strategic Partnership

Putting People at the centre of decision making Torbay Strategic Partnership

Setting up an Employment and Skills Board for Torbay and South Devon 2009-2010

Strategic Assessment for Safer Communities Torbay, 2010-2011 Safer Communities Torbay

The future of housing in Torbay, 2008-2011 Torbay Strategic Partnership

Torbay Children and Young People's Plan 2009-2010 Torbay Children's Trust

Torbay Economic Strategy 2010-2015, Accepting the Challenge Torbay Development Agency

Torbay Local Economic Assessment, Interim Assessment July 2010 Torbay Development Agency

i-bay

Torbay's local intelligence network, i-bay, was set established in 2008 to deliver the 2008 JSNA. Following the success of the 2008 JSNA the network has delivered several partnership pieces of work.

Contributors from the i-bay network to the 2010 JSNA:

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