



March 2016

# Healthy Torbay Strategy

# PublicHealth



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# Executive Summary

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Healthy Torbay is a framework for action bringing together the many different elements of Torbay Council's work to address the wider or social determinants of health. There is a strong focus on what the Council can achieve through realigning its existing services to improve the health of the people of Torbay and tackle health inequalities. This upstream or prevention model also helps to address the demands on the health service, the economic cost of ill health and the wider social costs of poor health.

Following the changes in the Health and Social Care Act, public health is back at the heart of local government. However it is at a time that local authorities are facing many challenges. Therefore it is vital that we find new ways of embedding public health in all council activities and policies, so that we tackle the determinants of health, such as poor housing, poverty, physical inactivity, poor diet, and access to healthy activities, planning, transport and the environment. Healthy Torbay is our strategy for achieving this.

There are many issues to tackle. In Torbay, one in five children in Year 6 is obese. Most people will reach a retirement age of 68 with a disability. Sick days cost the UK economy £14 billion a year. We face a rising tide of need, as people live longer but spend more of those years in ill-health, largely because of preventable chronic diseases. Trying to fix this by focusing on treatment alone is not the answer. We won't be able to afford it, and it's unlikely to work, given that health outcomes owe more to behaviours and socioeconomic factors than to clinical care.

Therefore we fully welcome the Healthy Torbay strategy and action plan, which brings together existing strands of work and reinforce them with a renewed drive towards tackling the wider or social determinants of health.

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# 1 Introduction

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## 1.1 Healthy Torbay

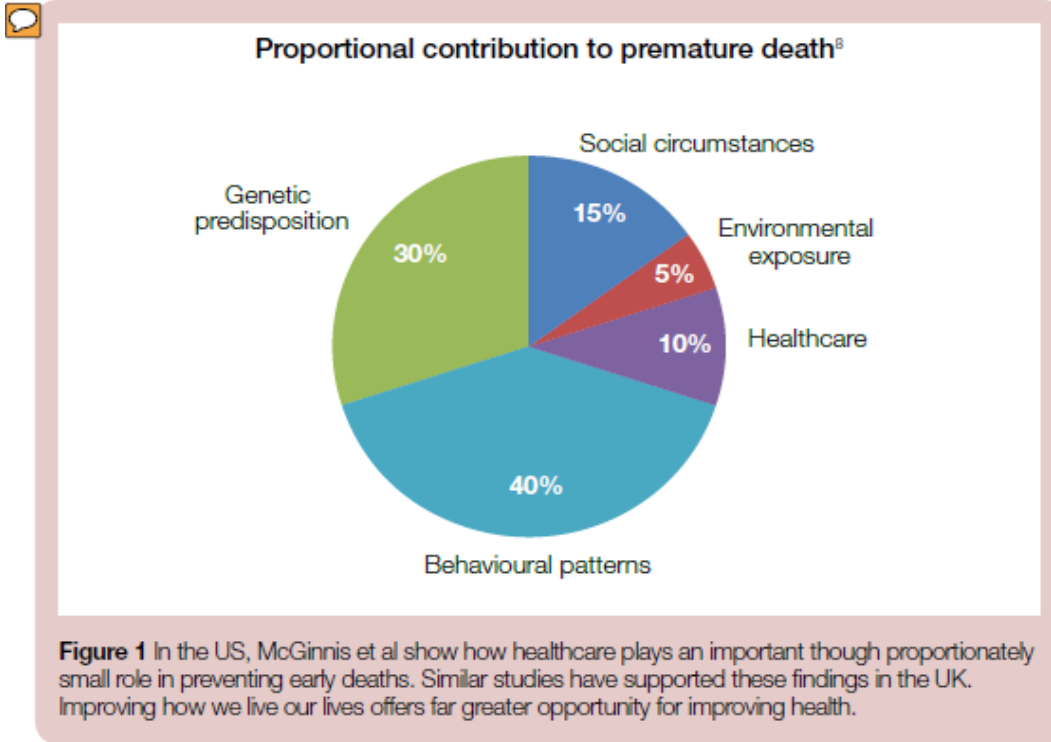
This strategy introduces a new programme, 'Healthy Torbay', which is being led by Torbay Council to tackle the wider and social determinants of health. The aim is to raise awareness of the determinants of health, the costs to the individual and to society, and how we can move towards a prevention agenda and upstream interventions. The transfer of public health into local government has provided an opportunity to ensure health is central to all council policies and services, with the aim to tackle the wider determinants of health. There is a range of guidance and evidence to support councils to do this. However it also a time of great pressures on the system, including increasing need and reducing budgets and resources. This framework is also part of a wider agenda which includes a strong push on prevention, through the Health and Wellbeing Strategy and the integrated prevention strategy, which works across NHS and the local authority.

## 1.2 Public Health in Local Government

Public health is back at the heart of local government but it is at a time that local authorities are facing major challenges. In Torbay, one in five children in Year 6 is obese. Most people will reach a retirement age of 68 with a disability. Sick days cost the UK economy £14 billion a year. We face a rising tide of need, as people live longer but spend more of those years in ill-health, largely because of preventable chronic diseases.

Trying to fix this by focusing on treatment alone is not the answer. First, we won't be able to afford it, given the projected funding outlook. Second, it's unlikely to work, given that health outcomes owe more to behaviours and socioeconomic factors, such as income, housing and education, than to clinical care. Healthcare has a relatively limited impact on our health. The environment around us, our genetic inheritance, our behaviors how we live our lives largely determine our health. Studies suggest that health care contributes around 10% to preventing premature death, although this varies in different settings. The proportional contributions to premature death of the facts are shown in figure 1.

Responsibility for public health presents an important leadership challenge for local authorities. At a time when local government is under severe financial pressure and is re-thinking its approach to delivering public services, council leaders and chief officers need to be sure that the way they carry out their public health role delivers the best outcomes for their communities and makes the most effective use of resources.



### 1.3 Links to other strategies

There is a range of action that Torbay can take. We can act on the issues of obesity, alcohol and unhealthy lifestyles. We can aim to give youngsters the best start in life and older citizens to feel safe and connected. For people to enjoy healthier lives, they need healthy places. They need to live, work and play in places that promote wellbeing: in schools, at the office and at home; on streets and in parks. We can support emotional health and wellbeing. These interventions are also not just good for the health of the population but are also proven to be cost effective.

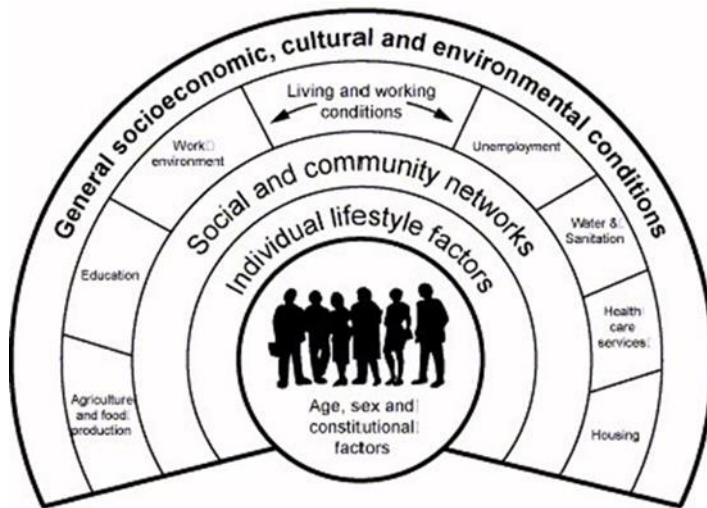
The Healthy Torbay strategy links to a range of existing and proposed strategy and policy, including Torbay’s Health and Wellbeing Strategy, the Integrated Prevention Strategy, the Children and Young Peoples plan, the JSNA and the joint commissioning plan. It links closely with Torbay’s plans for economic regeneration, and the Torbay Development Agency’s Economic Strategy recognises the value of a healthy workforce for driving regeneration.

It is important to tie Healthy Torbay closely to Torbay Councils Corporate Plan (2015-2019). In order to create a Council fit for the challenges of the future, the plan focuses on creating a prosperous and healthy Torbay. By focusing on these two ambitions, we can work towards ensuring our communities are healthy and thrive. As the plan recognises Torbay’s economic prosperity is dependent on a healthy workforce and yet economic prosperity itself helps to create healthier communities, by supporting regeneration projects we will be able to improve the health inequalities which exist across Torbay. The corporate plan identifies three main principles: using reducing resources to best effect; reducing demand through prevention and innovation; and taking an integrated and joined up approach. These principles are reflected in the Healthy Torbay strategy and action plan. In particular, Healthy Torbay targets action in the key area ‘promoting healthy lifestyles across Torbay’.

## 2 Why we need a strategy

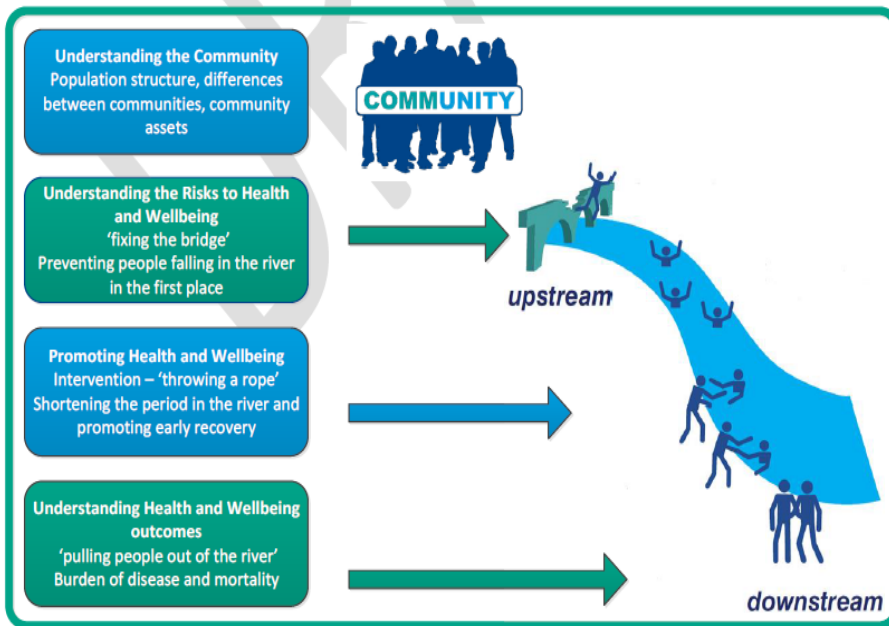
### 2.1 The wider determinants of health

The Public Health team works in partnership to influence the whole system from cradle to grave. Central to this work is the concept of the determinants of health (see illustration). A range of factors influence our health, such as the conditions in which we live and work, the ability to earn an income and the wider environment surrounding us. These collective factors are known as the wider or social determinants of health.



Local authorities know better than most that health is not just about what happens in the NHS. They already play a vital role in tackling the social and economic determinants of ill health and reducing health inequalities. Improving public health is core business for local authorities and central to their role as community leaders and stewards of community wellbeing. This is closely related to the drive to take a 'whole systems' approach to tackle difficult issues within health and social care and using collective leadership.

There is a compelling business case for putting public health at the top of the local government agenda. A strategic approach to placing health in all policies will help maximise the use of public resources. For instance, schools can help to reduce many risk behaviours – improving health and quality of life for Individuals and communities. There is strong evidence that prevention and early intervention, for example, insulating and adapting homes, can save local authorities' money, as well as promoting health, wellbeing and independence. A joined-up approach to spatial planning, green spaces and transport can simultaneously boost people's levels of physical activity, reduce obesity and improve wellbeing. This can be illustrated by the upstream – downstream diagram below, where prevention (stopping people falling into the river in the first place) is the main aim.



## 2.2 Addressing the wider determinants

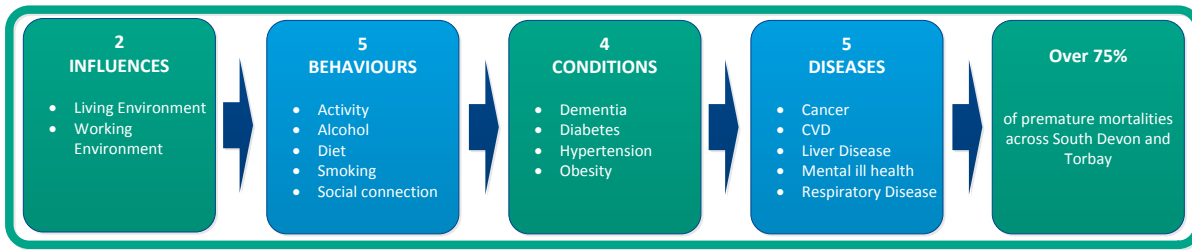
It is critical for local authorities to decide which actions they can take to have the most impact and that will be the most cost effective. To do this, they will need to consider:

- How do the areas that different departments are responsible for affect people's health?
- How can all local authority services shape the way they work to ensure maximum impact on the public's health?
- What does the evidence say about which actions are most effective?
- Which actions will tackle the social determinants of health, save money and create value?
- How should local authorities prioritise their activities?

There have been a number of publications and guidance released to advise and guide on how we can address the wider determinants, utilising the opportunity of public health in the local authority. This includes the guidance from Public Health England and the Kings Fund's publication 'Nine actions that local authorities should take to improve health'. The evidence for action, whether evidence of effectiveness or of cost-effectiveness, is also presented in a range of NICE guidance documents and summarised in the NICE local government briefings. This evidence has been taken into account when developing the Healthy Torbay strategy and action plan.

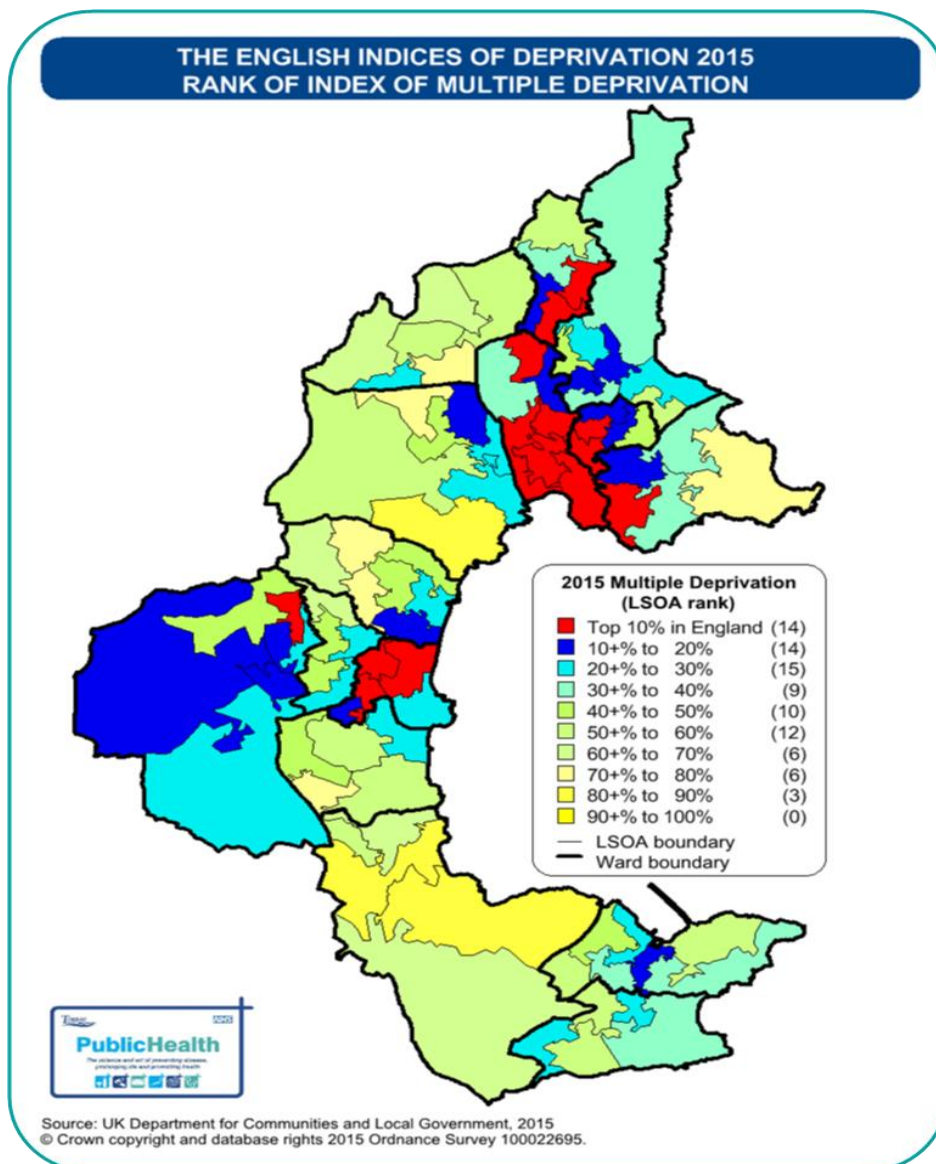
By addressing the wider determinants of health, the living and working conditions which influence an individual's behaviour, we can address the diseases that cause premature mortality. The wider determinants of health include employment and working conditions, poverty, education, housing, and access to healthy food and activity. The 'causes of the causes' then influence the behaviours, as shown in the diagram below, which lead to the main health conditions such as obesity and the main disease such as heart disease. The five diseases listed cause over 75% of the premature mortality across Torbay and South Devon.





### 2.3 Health Inequalities and Deprivation

This year (2016) we received an update on the relative deprivation figures for Torbay. They showed that Torbay’s situation had worsened and that we are now the 46th most deprived Local Authority in the UK, up from 49th in 2010. We now have a greater number of areas in the top 20% most deprived in England, with the number of people affected making up nearly a third of our total population. A map showing the LSOA (Lower super output areas) across the Torbay area and how the rank in the index of multiple deprivation for England is shown below.





Deprivation is strongly related to health inequality. People in our more deprived communities live for longer with a disability. They therefore need to access care for a longer period. Reducing the gap in disability free life expectancy would result in significant financial savings. At a national level, it is estimated that the cost of inequality in illness accounts for productivity losses of around £32 billion per year. Proportionately, in Torbay this could represent a cost of inequality in illness of around £75 to £80 million per year. This includes lost taxes, higher welfare payments and NHS healthcare costs.

The Healthy Torbay strategy and action plan aims to tackle deprivation through all of its key action areas. A starting point was to test the Healthy Torbay plan against the recommendations made by Michael Marmot in his 2010 review of Health and social Inequalities (<http://www.instituteofhealthequity.org/projects/fair-society-healthy-lives-the-marmot-review>) where he outlined specific well evidenced actions that will address these inequalities. The following table outlines how we should take forward Marmots recommendations in Torbay and ensure “health is in all policies”, and indicates Healthy Torbay’s role in this process.

***Fair society, healthy lives; Recommended response to the Marmot Review (2010)***

Policy Objective	Recommended response for 2016
<p><b>1 Give every child the best start in life:</b></p>	<p>Public Health (Health Visitor and School Nurse) working with Children’s Services to ensure a comprehensive universal support to all families targeted when needed to ensure robust early help. All partners should commit to a focus on integrated working to wrap services around the child and family building on models such as those developed under the Social Work Innovation Fund (SWIFT) workstream.</p>
<p><b>2 Enable Children and young people and adults to maximise their capabilities and have control over their lives:</b></p>	<p>Continue to roll out the Healthy Schools offer developed by Torbay Council in partnership with schools. Focus on emotional health and well-being with links to Child and Adolescent mental health services Aim for all children to thrive and narrow the attainment gap working hand in hand with schools.</p>
<p><b>3 Create fair employment and good work for all:</b></p>	<p>Develop a Health at Work programme for the Council, partners and across the wider business sector. Aim to increase the number of organisations signing up to the Workplace Wellbeing Charter. Torbay Development Agency to deliver innovative and practical programmes in areas including job and business creation working across all sectors and with a particular focus on people who are disadvantaged . Aim to increase the quality of jobs for people from our more deprived neighbourhoods.</p>
<p><b>4 Ensure healthy standard of living for all</b></p>	<p>Torbay Council to support people being housed in suitable and affordable homes. The focus of this work is to address low income levels in Torbay, working in particular to address the social gradient difference.</p>

<p><b>5 Create and develop healthy and sustainable places and communities</b></p>	<p>Healthy Torbay provides a framework for all these actions across the wider determinants of health. This includes work to improve community resourcefulness and decrease social isolation especially in deprived neighbourhoods. See the Healthy Torbay strategy and action plan and the interactive report for more details of the Healthy Torbay actions.</p>
<p><b>6 Strengthen the role and impact of ill health prevention:</b></p>	<p>Increased the focus on prevention across the whole system. Ensure the system-wide Prevention Board will oversee work across public, private and voluntary sectors to increase the focus on prevention. Public Health commissioned Health Improvement services are being re-designed across Torbay and Devon.</p>

## 2.4 Links between Health and Economy

The relationship between economy and health is two-way. Improved economic conditions such as greater levels of employment and higher pay are linked to better health outcomes. Equally, improved health can benefit the economy by producing a healthier workforce who takes less sickness etc. Many of these wider or social determinants that have been identified in this strategy correspond with the councils core responsibilities. But given limited budgets the question is how best to spend limited resources on these determinants with an explicit aim of improving health outcomes and reducing inequalities. In particular, how much should be spent on these determinants and how should this spending be distributed between early years, school-age education, housing, services for the elderly, green spaces, improved travel, environmentally friendly policies and all the other ways in which local authorities can improve health and reduce inequalities by exercising their core functions?

Torbay Council aims to create the right environment for business and growth and to drive local economic development by highlighting the link between health and work. The evidence that unemployment is bad for your health is clear and likewise that good work is an important contributor to health and wellbeing across people’s lives. Fundamentally a healthy population is one that has the potential to be a healthy and productive workforce for industry.

The cost to society and to the health service from not tackling the wider determinants of health has been widely evidenced. For instance, a recent report ‘The cost of poor housing to society’, estimates that the total cost to society of poor housing is approximately £2.5 bn per annum. Health inequality is a considerable drain on the welfare system and the economy, as well as being severely detrimental to social justice. The avoidable illnesses caused by these inequalities cost approximately £31 billion each year in productivity losses, £20 billion in lost taxes and welfare costs and £5.5 billion in costs to the NHS.

## 3 What we know about the wider or social determinants in Torbay

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Our main source for the information is the Joint Strategic Needs Assessment (JSNA) and the Public Health Outcomes Framework. To understand the range of metrics that relate to the Healthy Torbay strategy, we have devised a Healthy Torbay performance metric table, which is updated on a quarterly basis. A recent version of the performance metrics is *available here*. The Torbay and South Devon JSNA is *available here* as an interactive toolkit.

There are a number of health challenges facing Torbay, including:

- A gap in life expectancy between those people living in more deprived communities and those living in the least deprived.
- A gap in disability free life expectancy, people in more deprived areas live longer with disabilities.
- High levels of overweight and obese children and adults.
- High rates of alcohol related admissions to hospital.

By working with our partners we need to ensure that our communities are supported. We need to address and tackle the lifestyle issues and wider economic, social and environmental factors which can cause ill health. By tackling these lifestyle issues factors, individuals and communities can improve their life chances. Healthy Torbay aims to provide a framework for doing this. Monitoring and performance will be an important part of this strategy, closely linked to the Public Health Outcomes Framework (PHOF) and exception reporting. This will focus on where we are performing poorly, linking the PHOF outcome to the key area of work through a range of reported outputs for the work we are doing.

A performance metrics report is being developed for Healthy Torbay, to be reported at each steering group meeting and to the Health and Wellbeing Board. The report is innovative in that it presents both outcomes and outputs for all the key areas of the Healthy Torbay framework, namely: Housing, Planning and the Environment, Transport, Physical Activity, Healthy Food, Healthy Schools, Tobacco Control, Healthy Workplaces, Social Connectedness, Emotional health and wellbeing and Alcohol Control. The intention is to indicate on a quarterly basis how well we are performing in each key area, and how the range of local action, measured through the outputs, can contribute to improving the public health outcomes.

## 4 What should we be doing to tackle this problem?

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### 4.1 The Healthy Torbay Framework

The aim of Healthy Torbay strategy is to provide a framework that addresses the gaps in provision across the wider and social determinants of health. There are a number of related local strategies, plans and documents that are integrated with this framework. This includes the Health and Wellbeing Strategy, the Torbay Local Plan and the Local Transport Plan, the Integrated Prevention Strategy, the Children's Plan, and the Joint Strategic Needs Assessment.

Public Health moving to the Local Authority has given us a unique opportunity to work alongside colleagues to promote action on the determinants of health such as housing, transport, planning and recreational services and adult and children's services. We have strong links to community services and work alongside them on work around community safety and community resilience. There are further opportunities to address the 'causes of the causes', for instance by tackling poverty, which leads to a number of poor health outcomes and creates health inequalities.

As part of Healthy Torbay, we have examined how all council services, across the wider determinants, such as planning, transport, community safety, environmental health and housing, contribute to improving health outcomes. The starting point for this was the Public Health Outcomes Framework domains on the wider determinants of health and health improvement. A quick audit of how we are addressing these outcomes has shown the breadth of work, but also identified gaps, which we are addressing through our action plan.

## 4.2 Governance Arrangements

A steering group has been set up to oversee the governance of the Healthy Torbay strategy and action plan. A copy of the terms of reference is *available here*. The steering group consists of representatives from Public Health, Children's Services, Adults, Community Safety, Planning and Transport and Housing, as well as external partners.

The steering group will:

- Agree the structure and wording of the Healthy Torbay Framework;
- Develop and implement a 'Healthy Torbay' action plan;
- Meet quarterly to monitor and review progress with the plan;
- Review the performance metrics and identify key issues and trends for Torbay;
- To identify gaps and new opportunities across the wider determinants of health;
- To share knowledge and learning across the group.

The group will be chaired initially by the Consultant in Public Health, and this will be reviewed on an annual basis. Deputies may attend on behalf of members provided they are given the necessary delegated authority of the representing organisation to make decisions on behalf of the organisation. Meetings are to be held at least quarterly and will last no longer than 2 hours. Schedules of meetings will be made available well in advance and on an annual basis.

Regular updates on Healthy Torbay and progress with the action plan and the performance metrics will be reported to the Health and Wellbeing Board on a quarterly basis and through the Councils governance procedures.

## 4.3 The Healthy Torbay Action Plan

The latest version of the Healthy Torbay action plan can be viewed *here*. The action plan focuses on ten key priorities: Housing; Planning and the Environment; Transport; Physical Activity; Healthy Schools; Healthy Food; Tobacco Control; Alcohol Control; Healthy Workplaces; and Social Connectedness. The plan identifies what is presently being done, outcomes and gaps, and proposes strategic actions for the group, identifying leads, milestones and progress.

Key actions have been identified in the plan, including: Ensure health outcomes are embedded in the Housing Strategy; Develop HIA and health checking to use as screening against new developments; Optimise Transport funding for active travel improvements; Deliver the Healthy Weight Action Plan across main topic areas and life course; Ensure sports and leisure provision targets physical inactivity; Support young families to access healthy food; Develop and run Healthy Schools pilot; Target young people and smoking in pregnancy; Develop a Healthy workplace scheme for SME businesses in Torbay; Support community based activity for older people; Improve health and wellbeing. The Action Plan is available as a separate document which can be downloaded and is updated on a quarterly basis.