

Agenda Item:

Joint Public Health Board

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Bournemouth, Poole and Dorset councils working together to improve and protect health

Date of Meeting	9 November 2015
Officer	Director of Public Health
Subject of Report	Embedding public health in Local Authorities: a ‘one Council’ approach
Executive Summary	If Councils are to make a step change in improving the health and wellbeing of residents, then it will be important to ensure that the legal duty to improve public health is adopted strategically within all areas of influence. This paper describes the work in Bournemouth where the Assistant Director of Public Health and team are developing a Health and Wellbeing framework that sets out how Health and Wellbeing can be best improved across a number of public health areas. We believe this would help Members and officers identify more clearly how policy development and service planning impacts on the health and wellbeing of Bournemouth residents, improve consistency of decision making, and ensure health concerns are considered in council decisions.
Impact Assessment: <i>Please refer to the protocol for writing reports.</i>	<p>Equalities Impact Assessment: Not required. The actions set out in this paper are likely to reduce the likelihood of protected groups being disadvantaged because of greater awareness of equalities issues, not just in public health but across all service directorates.</p>
	<p>Use of Evidence: The framework is based on an assessment of evidence for effective public health actions, including NICE Public Health guidance and publications produced by other bodies including the LGA, King’s Fund and Public Health England.</p>
	<p>Budget: No direct budget implications. Indirect budget implications include the need for local authorities in Dorset to identify how embedding prevention and public health approaches could reduce costs of demand-led services over the medium to long term.</p>

	<p>Risk Assessment: Having considered the risks associated with this decision using the County Council’s approved risk management methodology, the level of risk has been identified as:</p> <p>Current Risk: LOW Residual Risk: LOW</p>
	<p>Other Implications Legal: this paper describes how local authorities in Dorset can make a step change in meeting the legal duty to improve the health and wellbeing of residents, and to evidence those changes.</p>
<p>Recommendation</p>	<p>That the Board review and comment on the progress that has been made in Bournemouth Borough Council to embed public health in all of its wider activities through development of a health and wellbeing framework.</p>
<p>Reason for Recommendation</p>	<p>To update and assure the Board on progress.</p>
<p>Appendices</p>	<p>None.</p>
<p>Background Papers</p>	<p>Joint Public Health Board report (Task and Finish group final report, 3 February 2015).</p>
<p>Report Originator and Contact</p>	<p>Name: Sam Crowe Tel: 01202 451422 Email: s.crowe@dorsetcc.gov.uk sam.crowe@bournemouth.gov.uk</p>

1. Background

- 1.1 If Upper Tier Local Authorities in Dorset are to make a step change in improving the health and wellbeing of residents then it will be important to ensure that the legal duty to improve public health is adopted strategically within all of these areas of influence.
- 1.2 Public Health Dorset has made good progress since the transfer in April 2013. Many public health commissioned services have undergone substantial change and transformation, and substantial savings have been generated as a result. However, the real potential to improve public health over the medium to longer term lies in areas of local authority influence that are more closely connected with the underlying drivers of health. For example, housing, environment, economy and regeneration, transport and planning, and education and children’s services.
- 1.3 This paper describes work in Bournemouth Borough Council led by the Assistant Director of Public Health to develop a health and wellbeing framework for the Council. The public health team believes this will help Members and officers identify more clearly how policy development and service planning impacts on the health and wellbeing of Bournemouth residents, improve consistency of decision making, and ensure health concerns are considered in all council decisions.
- 1.4 As a result of this approach, Bournemouth Borough Council is already taking forward several successful actions to improve health and wellbeing. The Framework is one way of making these links with public health outcomes more explicit and ensures that the impacts on health and wellbeing are more clearly communicated to the public and partners. Finally it provides an auditable record of public health action involving the wider Council.

2. The Health and Wellbeing Framework

- 2.1 The framework is a way of presenting information to support decision making and policy development on the most important public health issues for Bournemouth. Each topic is presented in a way that:

- sets the local context around the challenge;
- states what needs to change to improve outcomes
- outlines actions taken to date
- identifies approaches and case studies elsewhere, supported by best available evidence
- highlights potential links between the public health issue and Council activity in service plans across all directorates.

In essence, it shows who else in the Council has a major interest in the issue, and what further actions would improve outcomes linked with the particular public health issue.

- 2.2 The aims and objective of the Health and Wellbeing Framework are to:

- Increase understanding of the most important public health issues in Bournemouth;
- Join up work across the Council that impacts on the issue – e.g. highlighting who else has a major interest in the issue;
- Inform of evidence-based actions likely to improve health outcomes;
- Showcase the best examples of public health activity in the Council;

- Highlight other impacts where public health action can reduce inequalities, prevent future demand, and possibly costs;
- Provide an auditable record of whole Council approaches to improving public health.

2.3 The framework is being developed as a series of simple pages on the intranet in the Council. This is so that links between service plans can be inserted easily (in a ‘wiki’ style), and the resource becomes a visible and accessible aid to service planning decisions that may impact on public health outcomes.

2.4 The approach being used to develop the framework is based on engagement, feedback and testing with senior officers and Members. Rather than development whole resource, two topics are being worked up as examples and demonstrated in various training and development sessions to gather feedback about its usefulness. The draft framework and snapshots from sample internet pages are attached as Appendices 1 and 2.

2.5 Over time, it is intended that the framework will act as the corporate memory and an auditable record of how Council-wide approaches to improving public health outcomes are helping fulfil the legal duty to improve residents’ health and wellbeing.

3. Progress to date

3.1 The Joint Public Health Board has previously received a report from the Member-led task and finish group on public health transition in Bournemouth. This recommended that Bournemouth Council consider how best to integrate the public health legal duty more fully into the strategic decision making and service planning carried out by the whole Council. The idea emerged for developing an internal resource for the Council that would show how service plan objectives and actions were closely linked with important public health outcomes and population health issues for Bournemouth.

3.2 The health and wellbeing framework approach was then explored in depth with members of the corporate management team in Bournemouth Council in July 2015. The discussions were used to draw up a brief action plan, setting timelines around the development of the framework, training and development, and suggestions for monitoring successful adoption.

3.3 The framework was demonstrated to Members of the Health and Adult Social Care Overview and Scrutiny Panel at a training session on 6 October 2015. The framework concept was well supported. The panel formally agreed to support the development of the framework. In future, the panel will request that all reports it considers have a section in them documenting how the report impacts on public health. A training session for full Council is taking place on 27 October.

4. Next steps

4.1 By November 2015 the first two public health topics will be live on the intranet, and will be used to show how Bournemouth is embedding public health in its corporate priorities and service planning, as well as highlighting potential additional steps that it could make to improve outcomes for residents.

4.2 The framework will then be used as a training and development tool with different directorates within the Council during 2016/17. For the 2017/18 service planning round there will be a request to change the guidance to ask directors to consider how the work they are doing supports the achievement of the legal duty to improve public health. The framework is a way of supporting service directorates and Members as

they work through the linkages between areas they are responsible for, and public health outcomes.

5. Measuring impact and progress

- 5.1 The impact and acceptability of the framework approach will be explored with different service directorates and Members through ongoing engagement and training and development sessions. These offer the chance for feedback, and to shape the framework in a way that is most helpful for the Council.
- 5.2 In future service plan challenge sessions, the effectiveness of the framework will be judged based on evidence within other directorates service plans of planning approaches that are actively considering impacts on public health.

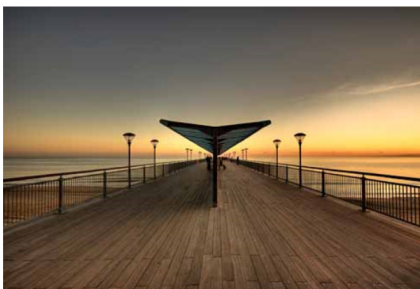
6. Conclusion

- 6.1 Improving many of today’s public health challenges requires much more complex work than simple interventions. Council’s are ideally placed to lead on this more strategic and place-based approach to improving Health and Wellbeing.
- 6.2 An internal framework to support more consistent and strategic approaches to improving the most important public health issues in Bournemouth is being developed and tested with officers and Members.
- 6.3 Should this approach and resource prove to be useful, the Joint Public Health Board may wish to consider recommending its adoption and adaptation in the other Dorset Councils.

Sam Crowe
Assistant Director of Public Health
9 November 2015

What might be in the framework?

Framework section	Description	Comments
Public health issue	Why is the issue important for Bournemouth?	Important to frame public health issues locally in terms of size of impact and what can be done about it.
Links with service plans	Picks up all potential links with service plans across Council	Where potential action can be taken across directorates – should also recognise other stakeholders too.
Evidence and guidance	Links to published summaries of evidence / case studies from other Councils	Not intended to be overwhelming, but selection of best evidence for interventions and cost-effectiveness.
Outcomes	Links to published indicators showing how Bournemouth is doing compared with neighbours / trend data	Should also have some interpretation especially when rates are based on small numbers e.g. infant mortality
What is Bournemouth doing? What more could we do?	Highlights all directorates involved in activity that impacts on public health outcome / issue	Should be used to stimulate discussion about what additional effective actions could be done within resources



Improving health and wellbeing

It’s clear that one of the biggest challenges facing society and the council is health.

We can all influence health and wellbeing and the benefits don’t just flow to the health sector. Think of the impact of alcohol on street cleaning teams, or children’s social care. Or how a lack of exercise earlier in life can impact on demand for adult social care in later life.

If we’re to make real changes in improving health and wellbeing for our residents, we need to use all of our influence in our work across the council.

This doesn’t have to have a huge impact on resources, and there’s some great examples in the council and elsewhere where small changes have made a huge difference.

We have provided these pages in the framework to inspire you to think creatively about the benefits that working more closely with public health could bring for your service, the council, and - most importantly - Bournemouth residents.

We’d also like to hear your feedback about these pages, please contact bianca.sharman@bournemouth.gov.uk

Impact of alcohol in Bournemouth

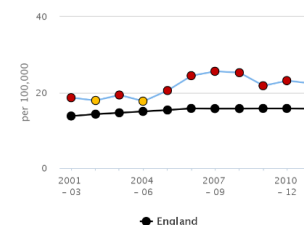
Alcohol has been part of our culture for centuries and many people use it sensibly. However, its misuse has become a serious and worsening public health problem in the UK. The misuse of alcohol – whether as chronically heavy drinking, binge-drinking or even moderate drinking in inappropriate circumstances (eg. operating machinery, on medication) – not only poses a threat to the health and wellbeing of the drinker, but also to family, friends, communities and wider society through such problems as crime, anti-social behaviour and loss of productivity. It is also directly linked to a range of health issues such as high blood pressure, mental ill-health, accidental injury, violence, liver disease and sexually transmitted infection.

There are some startling facts around the impact of alcohol nationally, and in Bournemouth. The cost to public services nationally from alcohol misuse every year is estimated to be £21 billion. That includes many of the services Bournemouth Borough Council provides, from alcohol treatment services to supported housing.

In Bournemouth, alcohol-related deaths are twice that of the national average. The chart shows the early death rate from preventable liver disease - almost all of these cases are related to excess alcohol consumption. There is an average of 110 deaths every year in the Borough. Currently there are an estimated 2,245 people admitted to hospital each year for alcohol-related reasons.

APPENDIX 2

4.0611 - Under 75 mortality rate from liver disease considered preventable (Persons) - Bournemouth



Under 75 deaths due to liver disease in Bournemouth - most of which are due to alcohol.

Source: Public Health Outcomes Framework

Local Solutions, Healthy Lives: council's role in drug and alcohol services



Alcohol

Save time, money and resources by helping tackle alcohol

The majority of people drink alcohol. It is ingrained in our culture and, actually, the evidence says that a little bit is good for you.

What we want to change is the impact that some drinking behaviour has on the individual and society - especially where it impacts on council services.

There are some startling facts: the cost to public services nationally from alcohol misuse every year is estimated to be £21 billion. That includes many of the services Bournemouth Borough Council provides. In Bournemouth, alcohol-related deaths are twice that of the national average. There is an average of 110 deaths every year and an estimated 2,245 people admitted to hospital for alcohol-related reasons.

For you, a reduction in the impact of alcohol could mean: cleaner streets, less crime, fewer children in care, less staff sickness, and less impact on resources.

The alcohol care and treatment service team in Poole hospital is an example of great partnership working with local drug and alcohol services where individual patients are referred directly by hospital staff. This allows alcohol services to reach individuals that may not otherwise come into contact with treatment services: <https://www.poole.nhs.uk/a-z-services/a/alcohol-services.aspx>.

The most effective actions which have high impact on local areas include identification and brief advice by frontline workers giving brief interventions, working in partnership, and advocacy <http://www.alcohollearningcentre.org.uk/Topics/Browse/HIC/>

Browse the sections to find out more about how to reduce the impact of alcohol in Bournemouth

What are other areas doing?

Blackpool the local authority is taking a whole systems approach to tackling alcohol related harm, from looking at effectiveness of treatment services, training more than 1,000 frontline staff to provide brief advice to reduce harm from alcohol, and taking a strong stance on local promotion of alcohol (for example via billboard advertising).

Social marketing campaigns to persuade people to alternative their drinks when on a 'big night out' have had some success, and local hospitals are becoming more joined up with treatment services through provision of alcohol liaison nurses. People receiving fixed penalty notices for alcohol related offences are also being offered the alternative of attending an alcohol awareness course instead of the penalty notice.

Brighton has also adopted a whole systems approach in how the local authority is responding to the challenge of alcohol, with a programme board tackling four strands - tackling the drinking culture, the availability of alcohol, the night time economy, and effective treatment services.

The city's Sensible on Strength campaign has successfully worked with off license to reduce the number selling high strength and super strength alcohol brands.

This page shows the current links between alcohol and activity in service plans for the year 2015-16.

Community Safety Partnership – Violent crime/ASB/Reducing re-offending

Children and Young People/Children's Social Care – Early Years; Integrated Youth Service; Children's Centres; Vulnerable Learners; partnership work with private, independent and voluntary sectors; Turnaround – Troubled Families; Residential placements; Homelessness support

Community Learning and Commissioning - Drug and Alcohol Commissioning Team (DACT) – responsible for commissioning and monitoring key parts of the substance misuse treatment pathway in Bournemouth, especially pre-treatment and after care support services.

Public Health Dorset – Bournemouth locality – LiveWell Dorset service: improving awareness of and access to treatment services and brief interventions and supporting people to make changes to a healthier lifestyle; NHS Health Check programme with particular focus on priority areas (screens for alcohol misuse); Scope and commission an alcohol awareness communications campaign to increase acceptability of brief advice to reduce risky drinking (e.g. #MyHappyHour).

Commission drug and alcohol clinical treatment services on a pan-Dorset basis.

Adult Social Care
Early intervention and prevention and enablement services.

Housing
Homelessness support services

Implement the eight high impact changes recommended by the Alcohol Learning Centre. This covers actions ranging from encouraging more individual awareness and responsibility, taking full advantage of the legal powers in local authorities to limit the impact of alcohol on communities, ensuring effective treatment services, and minimising the harm to the most chaotic users.

Public Health England has developed an online collection of resources, case studies, facts and support for areas wanting to maximise action on alcohol - visit the [Alcohol Learning Centre](http://www.alcohollearningcentre.org.uk/) for more details.

Alcohol – what needs to be done

1

Improve awareness of alcohol harm among young people and delay the age of first use

2

For people who drink, make lower risk drinking the norm and an easy choice to make

3

Target those who are most at risk

4

Respond to and reduce the harm experienced by those who have already developed problems

What's Bournemouth achieved so far?

Joint work between public health and licensing resulted in the [statement of licensing policy](#) being amended to include statements around the impact of alcohol on the town. This provides helpful context when considering license applications.

Public health analysts provide support to the collection and analysis of data from local Accident and Emergency Departments on alcohol related violent injuries. This data is then used to flag whether there are particular issues arising from certain premises or areas of the town, allowing community safety partnership members to act in tandem with Police and licensing.

Public Health Dorset has taken on responsibility for commissioning clinical treatment services for alcohol and substance misuse. A refreshed alcohol strategy is due out in January 2016.

LiveWell Dorset - the health improvement service for Dorset residents - provides brief advice on reducing alcohol consumption. A Bournemouth social media campaign #myhappyhour was launched this autumn to raise awareness of the service and to challenge residents to swap their happy hour drinks for something that would improve wellbeing. The campaign is being evaluated but generated more than 10,000 unique visitors to the site, 250 competition entries, with local advertising reaching 17,500 residents.

