

DECISION-MAKER:	Health and Wellbeing Board
SUBJECT:	Health in All Policies: the next phase approach and framework to reduce health inequalities in Southampton
DATE OF DECISION:	8 March 2023
REPORT OF:	Cllr Fielker, Cabinet Member for Health, Adults and Leisure

<u>CONTACT DETAILS</u>			
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STATEMENT OF CONFIDENTIALITY

None.

BRIEF SUMMARY

Improving health outcomes and reducing health inequalities in Southampton requires action across a wide range of determinants of health. Considering health within related wider policy making can help enable cities to have a powerful positive influence on the places and conditions in which people are born, grow, work and live, impacting on mental, physical and social health and, in turn, on the City's development and growth.

To scale local efforts and progress in improving population health and reducing health inequalities, the Health and Wellbeing Board and Full Council agreed to support further implementation of a Health in All Policies (HiAP) approach in Southampton prior to COVID-19 when approving the Health and Wellbeing Strategy in 2017. The approach is a key principle for implementation of the Health and Wellbeing Strategy and has been echoed as commitments of the SCC Corporate Plan and Southampton's Health and Care Strategy.

This paper re-invigorates discussions on HiAP, summarising examples of progress and outlining the next steps to embed health, wellbeing and health equity in public policy across all sectors. Building on learning and progress from elsewhere, the next phase approach covers opportunities in three key areas:

- **processes** that support effective consideration of health and health inequalities in all policies
- **programme-based developments** that develop a specific service or programme in a way that improves health and wellbeing
- **strategic joint action** around single topics that drive health and health inequalities

Key opportunities identified for the next phase of work are:

Processes

- Embedding health advice in strategy and policy development with development of web pages and a suite of resources to support teams across the city.
- Strengthening the use of Equality and Safety Impact Assessments in policy and strategy decision-making within the Council.
- Encouraging and providing support for the use of Health Impact Assessments in policy and strategy decision-making.

Programme-based activities

- Further strengthening of the importance placed on health in the planning process.
- Scoping opportunities for collaborative work to develop health within housing policy and programmes.
- Greater promotion and support for implementation of active travel within transport programmes.

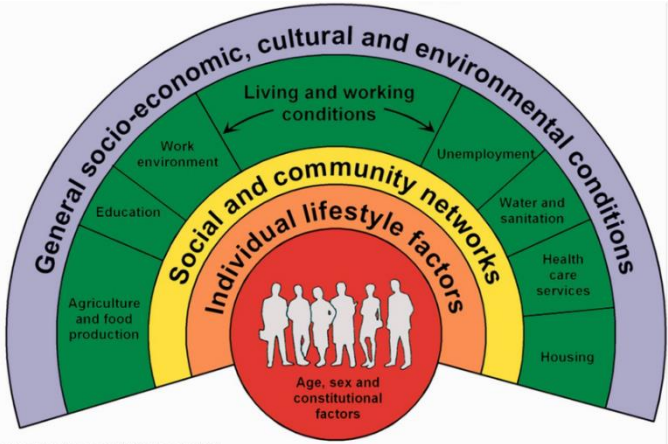
Strategic joint action

- Supporting opportunities to consider health and health inequalities in scheduled policy and strategy reviews, as identified by the SCC policy team review, including in the first instance the SCC people strategy to increase the beneficial role of SCC as an employer.
- A focus on health and health inequalities resulting from wider organisations' work through the Southampton Pound programme.
- Explicit focus on health and health inequalities impacts of neighbourhood and locality working.

RECOMMENDATIONS:

	(i)	That Board members note the progress made in considering health within a wide range of policies in Southampton and commit to continued leadership to champion and further embed this approach within their organisations and across the City.
	(ii)	That the Board supports the proposal to further develop a health in all policies approach that takes action through: processes; programmes; and strategic joint action.
	(iii)	That the Board highlights any opportunities (see the summary above) that are felt to be of particular priority, considering or suggesting any additions that they have identified within their respective organisations or partnerships and noting the programme's approach to building confidence and motivation across policy makers.
	(iv)	That the Health and Wellbeing Board receives an update on progress in delivery against this agenda, successes and the next phase of work in 12 months' time.

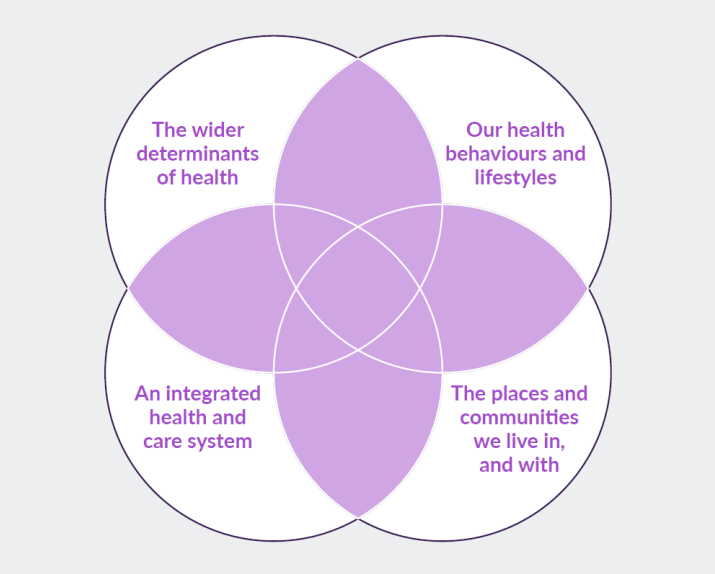
REASONS FOR REPORT RECOMMENDATIONS	
1.	The recommendations in this report arise from a review of guidance and good practice in this area. The review identified that there is further scope to strengthen and amplify existing joint working across sectors to use a HiAP approach to improve health outcomes and reduce health inequality in Southampton.
ALTERNATIVE OPTIONS CONSIDERED AND REJECTED	
2.	<p>The specific proposals have been developed with pragmatism and capacity in mind and with the opportunity to review the scale of approach after 12 months. Alternative approaches considered and rejected include:</p> <ul style="list-style-type: none"> - No longer considering health within processes, strategy and programme activities (missing the opportunity to harness additional positive impact for Southampton residents from scheduled work and failing to deliver Health and Wellbeing Strategy principles and commitments) - Taking a more intensive approach towards implementing HiAP in the City, such as joining the WHO Healthy Cities initiative, at this stage (presenting significant resource implications).
DETAIL (Including consultation carried out)	
	Background and rationale
3.	Cities such as Southampton have a powerful positive influence on their residents' mental, physical and social health, including through land use, design, infrastructure support and development of employment and economic opportunities. Good health and health equity support realisation of aspirations for economic prosperity and opportunity for all. In a virtuous circle, this economic growth and opportunity in turn can improve population health and reduce inequality.
4.	<p>City commitments recognise the importance of considering health and health inequalities in policy making, including:</p> <ul style="list-style-type: none"> • SCC Corporate Plan <ul style="list-style-type: none"> ○ “Physical and mental health and wellbeing are cornerstones for a good quality of life and a thriving city”. The plan commits to reducing health inequalities and protecting and promoting health and wellbeing for everyone who lives, works and learns in the city. • Southampton Health and Wellbeing Strategy 2017-2025 <ul style="list-style-type: none"> ○ “Southampton has a culture and environment that promotes and supports health and wellbeing for all”; “our principles...consider health in all policies”. • Southampton Health and Care Strategy 2020-2025 <ul style="list-style-type: none"> ○ “The vision we share in Southampton is about enabling everyone to live long, healthy and happy lives, with the greatest possible independence”. • Southampton Children and Young People’s Strategy 2022-27 <ul style="list-style-type: none"> ○ “We want all children and young people in Southampton to get a good start in life, live safely, be healthy and happy and go on to have successful opportunities in adulthood”. • Southampton Economic and Green Growth Strategy 2020-30

	<ul style="list-style-type: none"> ○ “We aim for a thriving economy based on fair employment and good quality work for all which will contribute to improving health outcomes and to reducing health inequalities in the city”
5.	In Southampton, progress has been made in considering health in a range of policies impacting the wider determinants of health and wellbeing but significant challenges in the city remain. Health outcome indicators show that the health of Southampton residents is stalling and falling behind England benchmarks in some cases and unfair, avoidable and systemic differences in these outcomes (health inequalities) remain. A Southampton Covid-19 Health Impact Assessment in 2022 ¹ highlighted that the pandemic increased the health gap in society, meaning that many people living in the city do not have the same level of opportunity, health and wellbeing that we aspire to for our residents.
6.	There remains further scope to build this approach and consider health and health inequalities consistently across all aspects of the Council and local partners’ work.
	Influences on health
7.	Population health and health inequalities in Southampton are influenced by a wide range of factors, with the wider determinants (social, economic, commercial and physical environment – see Figure 1) estimated to drive around half of health outcomes ² . Many of these contributors to health are driven by policy and operational decisions within the scope of Southampton City Council and its partners, but the extent to which these decisions explicitly consider their impact on health is variable.
8.	<p>Figure 1 – The Wider Determinants of Health³</p>  <p>Source: Dahlgren and Whitehead, 1991</p>
9.	Improving health and reducing inequalities in Southampton requires a focus on physical and mental health across the whole population. Recognising that

¹ COVID-19 Impact Assessment update August 2022 (Southampton City Council, 2022) <https://data.southampton.gov.uk/health/disease-disability/covid-19/covid-19-updates/>

² Social determinants of health and the role of local government (Local Government Association, 2020) https://www.local.gov.uk/sites/default/files/documents/22.52%20Social%20Determinants%20of%20Health_05_0.pdf, page 6

³ Dahlgren G, Whitehead M. 1991. Policies and Strategies to Promote Social Equity in Health. Stockholm, Sweden: Institute for Futures Studies

	<p>health is shaped by a range of factors shown above, this involves all four pillars that form the basis for a population health system⁴:</p> 
10.	<p>Local policy drivers specifically relating to health inequalities sit across organisations and functions in the city. As highlighted in the Director of Public Health’s Annual Report, these include:</p> <ul style="list-style-type: none"> • Giving every child the best start in life • Enabling all children, young people and adults to maximise their capabilities and have control of their lives. • Creating fair employment and good work for all. • Ensuring a healthy standard of living for all. • Creating and develop healthy and sustainable places and communities. • Strengthening the role and impact of ill health prevention⁵.
11.	<p>Delivering sustainable improvements in health therefore requires wider systems thinking, with political support and strong senior leadership key drivers of success successful. There is already commitment from the Health and Wellbeing Board and Council to consider health across wider policy areas, recently reconfirmed in the Corporate Plan. SCC is also a member of the Key Cities network⁶, which advocates for the ‘Health First’ principle⁷ to embed HiAP. More widely within the Council, there are also plans to strengthen the quality and consistency of equality and safety impact assessments.</p>
	<p>Health in All Policies approaches</p>
12.	<p>The World Health Organisation defines a HiAP approach as: “<i>An approach to public policies across sectors that systematically takes into account the health implications of decisions, seeks synergies, and avoids harmful health impacts</i>”</p>

⁴ A vision for population health: towards a healthier future (The King’s Fund, 2018)

<https://www.kingsfund.org.uk/publications/vision-population-health>

⁵ Fair society, healthy lives: strategic review of health inequalities in England post-2010 (The Marmot Review, 2010) <https://www.instituteofhealthequity.org/resources-reports/fair-society-healthy-lives-the-marmot-review>

⁶ <https://keycities.uk/about/>

⁷ where health is embedded within a city’s plans, strategies, governance and decision-making, and where cities are planned to support good mental, physical and social health

	<i>in order to improve population health and health equity.” They strongly advocate for this approach.</i>
13.	The approach recognises that wide ranging sectors and functions often hold the key to improving population health. The growing body of evidence and case studies are founded on joined up working that considers the direct and indirect health impacts of wider core business whilst delivering other core outcomes and statutory functions (see Figure 2, below).
14.	<p>Figure 2 - How a HiAP approach works, Public Health England 2016⁸</p> <p>A cross-sector approach to improving health, wellbeing and health equity by focusing on joined-up decision-making across multiple services, programmes and policy areas.</p> <p>Highlights health, wellbeing, equity, and sustainability consequences of different policy and decision-making options.</p> <p>Identifies how decisions in other services, departments and sectors affect health – and how better health can support achievement of other sectors' goals.</p> <p>Engages multiple stakeholders to work together to improve health and advance other goals, which in turn reduce demand for scarce resources.</p> <p>Emphasises co-benefits, encourages a multi-lens perspective and points to the need for inclusive boundary-spanning language and joined-up narratives.</p>
15.	<p>Approaches elsewhere cover a wide range of activities, from one-off collaborations right through to international HiAP programmes, such as the World Health Organisation’s Healthy Cities initiative and Key Cities Network health first approach. A number of local authorities have also implemented a HiAP approach over the past decade⁹ including:</p> <ul style="list-style-type: none"> • Warwickshire County Council (2022): over-arching strategic support for HiAP, engagement activity and comprehensive web toolkit including good practice and evidence • East Sussex County Council (2021): new Healthy Places team with a focus on planning for health and developing partnership working • Southwark Council (2018): established a Cabinet Member portfolio for Public Health and Social Regeneration and reviewed existing services using a health lens • Newcastle City Council (2018): a WHO Healthy City • Hertfordshire County Council (2016): brought together planning, environment, housing and public health teams

⁸ Local wellbeing, local growth: adopting Health in All Policies (Public Health England, 2016) <https://www.gov.uk/government/publications/local-wellbeing-local-growth-adopting-health-in-all-policies>

⁹ Further examples, including programme and strategic case studies, can be found in Local wellbeing, local growth: implementing Health in All Policies at a local level: practical examples (Local Government Association and Public Health England, 2016) https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/560593/Health_in_All_Policies_implementation_examples.pdf

	<ul style="list-style-type: none"> • Luton Borough Council (2016): use of co-investment, accountability agreements and an integrated impact assessment policy • Greenwich Council (2016): delivered 'Health: Everyone's Business' development course for all staff to enable decision-makers to champion health and integrate health improvement goals into policy development.
16.	<p>The work elsewhere demonstrates HiAP activities that fall into three broad categories, giving us a local framework for action⁷:</p> <ul style="list-style-type: none"> • Process-based: developing new mechanisms to improve collaborative working towards better health • Programme-based: developing a particular service or programme by focusing on collaborative working • Strategic: taking a specific public health issue and identifying and collaborating with other sectors that have an impact
17.	<p>The key enablers that support a HiAP approach include:</p> <ul style="list-style-type: none"> • A shared understanding of the vision, values and aims of the approach • Leadership for HiAP that also fosters joint ownership • Engagement and development of strong trusted relationships between departments or partnerships • Identifying shared goals and mutual benefits • Collaborative working, e.g. to develop a partnership response to a single health issue • Development of tools, resources, evidence-base and other support to enable teams to consider how their outputs affect health and health equity.
18.	<p>Specific HiAP values (as outlined in 'Making Life Better: a whole system strategic framework for Public Health', NI Department of Health, Social Services and Public Safety (2014)¹⁰) may include:</p> <ul style="list-style-type: none"> - Social justice, equity and inclusion - Engagement and empowerment - Collaboration - Evidence informed - Addressing local need
	<p>Progress considering Health in All Policies</p>
19.	<p>A range of activities undertaken by SCC are already aligned with a HiAP approach and focus on reducing inequalities and delivering benefits for Southampton residents' health and wellbeing. A number of opportunities to further expand impact have also been identified across each of the three areas for action.</p>
20.	<p><u>Process-based activities that consider HiAP</u></p> <p>Progress includes:</p>

¹⁰ Making Life Better: a whole system strategic framework for Public Health (NI Department of Health, Social Services and Public Safety, 2014) https://www.health-ni.gov.uk/sites/default/files/publications/dhssps/making-life-better-strategic-framework-2013-2023_0.pdf

	<ul style="list-style-type: none"> • Growth in capability and capacity in planning for health and facilitating wider systems thinking and change for improved health and wellbeing. • Regular policy team review of key areas of influence for health through the Public Health business planning process. • Use of the Social Value Act in procurement processes (including the Southampton Pound activities). • Processes to embed partnership working to implement a HiAP approach in the Integrated Care System in Southampton. <p>With further planned activities involving:</p> <ul style="list-style-type: none"> • The use of health impact assessments for planning developments meeting the proposed threshold in the draft Local Plan. • Implementing learning from the Public Health Intervention Responsive Studies Teams (PHIRST)¹¹ evaluation of investing in specialist resource to build and facilitate system capability to create healthy environments in Southampton (including the new spatial planning for health role). <p>Further opportunities include:</p> <ul style="list-style-type: none"> • Strengthening the use of Equality and Safety Impact Assessments in policy and strategy decision-making within the Council. • Encouraging and providing support for the use of Health Impact Assessments in policy and strategy decision-making. • Embedding health advice in strategy and policy development with development of web pages and a suite of resources to support teams across the city.
21.	<p><u>Programme-based activities that considers HiAP</u></p> <p>Progress includes:</p> <ul style="list-style-type: none"> • Collaborative work across teams to develop a new draft Local Plan that has a healthy foundation and a basis in social value, aligned to work on the Southampton Pound. • The Future of Work Programme, including business support to encourage inclusive growth, delivery of net-zero targets and implementation of The Good Work Charter. • Ongoing programme to support teams across Southampton City Council make intelligence-led decisions and policy in relation to the wider determinants of health. <p>With further planned activities including:</p> <ul style="list-style-type: none"> • Development of Southampton as a sustainable food place with associated health outcomes. • Inclusion of health and health inequalities benefits from delivery of UK Shared Prosperity Fund projects. • Ongoing work to increase the impact of large organisations, Anchored to Southampton, through their work as employers, purchasers, estate owners and community partners. <p>Further opportunities include:</p>

¹¹ <https://phirst.nihr.ac.uk/>

	<ul style="list-style-type: none"> • Further strengthening of the importance placed on health in the planning process. • Scoping opportunities for collaborative work to develop health within housing policy and programmes. • Greater promotion and support for implementation of active travel within transport programmes.
22.	<p><u>Strategic joint action that considers HiAP</u></p> <p>Progress includes:</p> <ul style="list-style-type: none"> • Development of a new Tobacco, Alcohol and Drugs Strategy with significant involvement from teams across the council. • Scoping of a whole systems approach towards the food environment in Southampton. • Adoption of the Prevention Concordat for Better Mental Health, and development of a multi-agency partnership group of teams and organisations which influence the wider determinants of mental health and wellbeing in Southampton. • Consideration of health as a key factor in new SCC Biodiversity and Net Zero strategies. • Health equity influencing work with Southampton’s Anchor Institutions (see more below). <p>With planned activities including:</p> <ul style="list-style-type: none"> • Scoping of public health input into transport and highways asset management policy. <p>Further opportunities include:</p> <ul style="list-style-type: none"> • Supporting opportunities to consider health and health inequalities in scheduled policy and strategy reviews, as identified by the SCC policy team review, including in the first instance the SCC people strategy to increase the beneficial role of SCC as an employer. • A focus on health and health inequalities resulting from wider organisations’ work through the Southampton Pound programme. • Explicit focus on health and health inequalities impacts of neighbourhood and locality working.
	<p>Proposal for discussion</p>
23.	<p>Leadership to embed the vision for the HiAP and the ongoing programme of work outlined below, will enable health and health inequalities to be effectively integrated and articulated in policy and decision making in the city. The proposed approach is based on a framework that supports action through:</p> <ul style="list-style-type: none"> - Processes that support effective consideration of health and health inequalities in all policies - Programme-based developments that develop a specific service or programme in a way that improves health and wellbeing - Strategic joint action around single topics that drive health and health inequalities

24.	<p>The implementation plan recognises the importance of capability/confidence, opportunity and motivation in widening adoption of HiAP approaches. To support this, the workplan includes a focus on:</p> <p>Capability</p> <ul style="list-style-type: none"> - Development of a package of structured support, guidance, tools and evidence-base to support and develop the ability of policy makers across the City to effectively consider health needs, inequalities and evidence-based responses within their core functions. This will include input to bring together, build on and tailor existing HiAP tools such as health impact assessments, health equity assessment tools and checklists. - Improvements in access to, and interpretation of, evidence and intelligence through the corporate drive to be a more intelligence-led local authority. - Development of a process to oversee and assure delivery with the Policy department of Southampton City Council, supported by annual update to the Health and Wellbeing Board and ongoing oversight of the Southampton Health and Care Strategy commitments through the Better Care Steering Board. <p>Opportunity</p> <ul style="list-style-type: none"> - Inclusion of health and health inequalities within core business and functions using the framework of process, programme and strategic activities - Engagement with cabinet members and executive leads (via cabinet member briefings and directorate management team meetings) to confirm the initial focus on the opportunities identified in this paper and further suggestions agreed by Board members. - Further engagement with large organisations anchored to Southampton to increase the health and health inequalities benefits of their work as employers, estate owners, purchasers and community partners. <p>Motivation</p> <ul style="list-style-type: none"> - Continued engagement across City partnerships to lead for a HiAP approach and continue to develop and embed the shared vision to improve health inequalities and outcomes in Southampton (led by public health and all Board members). - Collation and sharing of case studies, ‘beacons of good practice’ and celebration of successful health in all policies approaches.
25.	A 12-month update to the Board is proposed to update on delivery against plan, achievements and next phase opportunities from this work.

	Delivery and timescales																																																																		
26.	<p>The proposed action plan for the first five months is detailed below:</p> <table border="1"> <thead> <tr> <th>Action</th> <th>March</th> <th>April</th> <th>May</th> <th>June</th> <th>July</th> </tr> </thead> <tbody> <tr> <td>Proposal to Health and Wellbeing Board</td> <td style="background-color: #4F81BD;"></td> <td></td> <td></td> <td></td> <td></td> </tr> <tr> <td>Proposal to Southampton Health and Care Strategy Group</td> <td style="background-color: #4F81BD;"></td> <td></td> <td></td> <td></td> <td></td> </tr> <tr> <td>Project Initiation Document including workplan to support opportunities</td> <td style="background-color: #4F81BD;"></td> <td></td> <td></td> <td></td> <td></td> </tr> <tr> <td>Establish small task and finish group within PH team</td> <td style="background-color: #4F81BD;"></td> <td></td> <td></td> <td></td> <td></td> </tr> <tr> <td>Refreshed stakeholder mapping</td> <td style="background-color: #4F81BD;"></td> <td></td> <td></td> <td></td> <td></td> </tr> <tr> <td>Programme of engagement events across identified departments/teams</td> <td></td> <td style="background-color: #4F81BD;"></td> <td style="background-color: #4F81BD;"></td> <td></td> <td></td> </tr> <tr> <td>Identification of HiAP beacons</td> <td></td> <td></td> <td style="background-color: #4F81BD;"></td> <td style="background-color: #4F81BD;"></td> <td></td> </tr> <tr> <td>Use learning from engagement events to develop process and governance</td> <td></td> <td></td> <td style="background-color: #4F81BD;"></td> <td style="background-color: #4F81BD;"></td> <td></td> </tr> <tr> <td>Development of suite of tools e.g. checklists, guidance, HIA, ESIA, HEAT</td> <td></td> <td></td> <td style="background-color: #4F81BD;"></td> <td style="background-color: #4F81BD;"></td> <td></td> </tr> <tr> <td>Piloting and testing of the tools and oversight/assurance</td> <td></td> <td></td> <td></td> <td></td> <td style="background-color: #4F81BD;"></td> </tr> </tbody> </table>	Action	March	April	May	June	July	Proposal to Health and Wellbeing Board						Proposal to Southampton Health and Care Strategy Group						Project Initiation Document including workplan to support opportunities						Establish small task and finish group within PH team						Refreshed stakeholder mapping						Programme of engagement events across identified departments/teams						Identification of HiAP beacons						Use learning from engagement events to develop process and governance						Development of suite of tools e.g. checklists, guidance, HIA, ESIA, HEAT						Piloting and testing of the tools and oversight/assurance					
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<u>Capital/Revenue</u>																																																																			
27.	None – to be delivered within existing resource and aligned to existing public health team portfolios																																																																		
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28.	None.																																																																		
LEGAL IMPLICATIONS																																																																			
<u>Statutory power to undertake proposals in the report:</u>																																																																			
29.	Health and Social Care Act 2012 (Health and Wellbeing Boards: functions, para 195 Duty to encourage integrated working)																																																																		
<u>Other Legal Implications:</u>																																																																			
30.	None.																																																																		
RISK MANAGEMENT IMPLICATIONS																																																																			
31.	None.																																																																		
POLICY FRAMEWORK IMPLICATIONS																																																																			
32.	None, proposal aligns with Health and Wellbeing Strategy																																																																		

KEY DECISION?	No
WARDS/COMMUNITIES AFFECTED:	All
<u>SUPPORTING DOCUMENTATION</u>	

Appendices	
1.	None
Documents In Members' Rooms	
1.	None
Equality Impact Assessment	
Do the implications/subject of the report require an Equality and Safety Impact Assessment (ESIA) to be carried out.	No
Data Protection Impact Assessment	
Do the implications/subject of the report require a Data Protection Impact Assessment (DPIA) to be carried out.	No
Other Background Documents	
Other Background documents available for inspection at:	
Title of Background Paper(s)	Relevant Paragraph of the Access to Information Procedure Rules / Schedule 12A allowing document to be Exempt/Confidential (if applicable)
1.	None