

Meeting	HEALTH AND WELLBEING BOARD	
Date	7 th September 2011	Agenda item number

REPORT OF THE DIRECTOR OF PUBLIC HEALTH

GOVERNMENT RESPONSE TO THE CONSULTATION ON THE PUBLIC HEALTH WHITE PAPER – HEALTHY LIVES, HEALTHY PEOPLE

PURPOSE OF THE REPORT

1. This report gives an outline of the government response to the consultation on the Public Health White Paper: *Healthy Lives, Healthy People*, published on 14th July 2011. It summarises the changes to the initial proposals as a result of the consultation and the NHS Future Forum recommendations and describes how the reformed public health system is expected to work.

INFORMATION AND ADVICE

2. The White Paper *Healthy Lives, Healthy People* proposed fundamental changes to the public health system in England. Although the health of the population has improved there remain challenges, for example two out of three adults are overweight or obese and inequalities in health remain widespread. People living in the poorest areas will on average die 7 years earlier than people living in richer areas and spend up to 17 more years living with poor health. Major health threats also remain, ranging from the risk of outbreaks or new pandemics to the potential impact of terrorist incidents.
3. Within the consultation and the Listening Exercise there was broad support for the main measures in the White Paper:
 - giving new responsibilities for public health to local authorities with a ring-fenced budget led by Directors of Public Health as principal advisors to the local authorities
 - Public Health England (PHE) providing a new, integrated public health service bringing together expertise to provide systematic support
 - a stronger focus on outcomes through a public health outcomes framework
 - a focus on health across people's life course and on reducing inequalities
 - public health as a priority across government and other organisations and addressing wider determinants of health.

4. There were also concerns raised about some of the detailed suggestions:
- the ability to provide independent public health advice at a local and national level
 - a lack of clarity about the role of Directors of Public Health and local authorities in the new system
 - fragmentation of commissioning decisions for care pathways across different organisations
 - roles and responsibilities of key players in incidents and emergencies
 - the size and the scope of the ring-fenced grant.
5. The key messages within the document include:

- **A system focussed on outcomes**

The new system will focus on achieving positive health outcomes rather than process targets. The public health outcomes framework is due to be published which will set out a broad range of opportunities to improve and protect health across the life course and to reduce inequalities.

A locally-led system: local government

6. Local authorities will have responsibilities across the three domains of public health from April 2013:
- health improvement, including people's lifestyles as well as inequalities in health and wider social influences of health
 - health protection, including infectious diseases, environmental hazards and emergency preparedness
 - population health services including service planning, efficiency and audit and evaluation.
7. Local authorities will also have to deliver some services or steps:
- appropriate access to sexual health services
 - measures to protect the health of the population which will be the responsibility of the Director of Public Health
 - ensuring that NHS commissioners receive the public health advice they need
 - the National Child Measurement Programme
 - NHS Health Check assessment
 - elements of the Healthy Child Programme.

Further work is being undertaken with stakeholders to clarify the detail of the services to be delivered.

A local community's health advisor – the Director of Public Health

8. Directors of Public Health will be key in ensuring that local authorities can deliver in their new role. They will be:
- principal adviser on health to elected members and officials
 - the officer charged with delivering key new public health functions

- a statutory member of the Health and Wellbeing Boards
 - the author of an annual report on the health of the population.
9. The Director of Public Health will have responsibilities across the three domains of public health, reflecting the responsibilities of local authorities.
 10. In health improvement, the Director will lead on investing the ring-fenced grant (although accountability rests with the authority's Chief Executive). In health protection, Directors of Public Health will work closely with Public Health England at a local level and with the NHS to ensure appropriate public health responses to the whole spectrum of potential problems from local incidents and outbreaks to emergencies.
 11. The Director of Public Health is expected to be of Chief Officer status with direct accountability to the Chief Executive for the delivery of local authority public health functions.

A locally-led system: the NHS contribution to public health

12. The NHS will continue to have a crucial role in securing good population health and will work closely with local authorities to achieve the best possible outcome for local people. The NHS role includes:
 - the provision of accessible and high quality health care to meet the needs of the local population
 - ensuring that in delivering healthcare the opportunities to have a positive impact on public health are taken
 - delivery of specific population health interventions (e.g. childhood vaccinations and national screening programmes)
 - the NHS contribution to health protection and emergency preparedness.
13. The public health system will work with the NHS at all levels, including supporting and encouraging practices to maximise their impact on improving population health.
14. A 'core public health offer' is being designed which will provide a framework of support from the Director of Public Health to the Clinical Commissioning Groups and other NHS bodies.

A locally-led system: coordinated by the Health and Wellbeing Board

15. Health and Wellbeing Boards will bring together the whole public health system. They will maximise opportunities for integration between the NHS, public health and social care, promote joint commissioning and drive improvements in the health and wellbeing of the local population.
16. The Boards will provide the vehicle for local government to work in partnership with commissioning groups to develop a comprehensive Joint Strategic Needs Assessment and a robust Joint Health and Wellbeing Strategy which will provide a local framework for commissioning health and social care and public health services.

17. Health and Wellbeing Boards will be able to consider and extend membership to reflect local needs and priorities and to maximise the gains from health outcomes.

Clear national leadership

18. The Secretary of State for Health will provide national leadership, resources and the legislative infrastructure for public health. They will also work across Whitehall to ensure that public health is integrated across government policy.
19. Public Health England will be established as an integrated public health delivery body from April 2013 bringing together a number of organisations such as the Health Protection Agency and the national Screening Committee.
20. Public Health England will be an executive agency of the Department of Health with a distinct identity and a Chief Executive with clear responsibility for carrying out its functions.
21. At a national level Public Health England will provide the Secretary of State with a clear line of sight on health protection from national coordination down to local delivery. The NHS Commissioning Board will also look to Public Health England to ensure that appropriate population health advice is available to the NHS from the public health system.

Developing a rich and diverse workforce

22. A public health workforce strategy is being developed by the Department of Health which will focus on the specialist workforce but it will also make it clear that public health is everyone's business. It will:
 - scope the current situation of public health workforces
 - consider the role and purpose of the public health workforce in the context of the White Paper: *'Healthy Lives, Healthy People: our strategy for public health in England'*
 - examine how best to transform the workforce to meet the challenges and opportunities of the future but also offer career pathways to those with different points of entry
 - set out how to deliver a high quality, sustainable, specialist workforce with the flexibility to move across employment sectors
 - look at the training and education opportunities to support wider public health workforces (such as health visitors, school nurses and others) and the relationship between Public Health England and Health Education England
 - consider how best to build on and use workforce data effectively, not least for planning for the future.
23. In response to concerns raised about the proposed transfer of public health into local government a high level 'HR Concordat' is being developed in partnership between the NHS and Local Government Employers on the effective transfer of public health staff from the NHS to local government.

Financing the public health system

24. The update confirms the intention that there will be a ring-fenced public health grant to support the new public health system. Work is being undertaken to assess current baseline spending by the NHS on activity which will in future be funded through the ring-fenced grant. A submission to the Strategic Health Authority will be made on 16 September 2011, indicating the most accurate estimate of current (2010/11) public health expenditure across the county. This will include the costs of public health staff (pay plus associated infrastructure costs), plus the costs incurred in commissioning public health programmes. This submission will be formally signed off by the Chief Executives of the PCTs and the County Council.
25. Shadow budget allocations for public health will be made for 2012/13 before the end of 2011.
26. There is a commitment that local authorities should be adequately funded for their new responsibilities and any additional net burdens will be funded in line with the Governments New Burdens Doctrine.
27. Work is also ongoing around the Health Premium which will provide incentives to make improvements against a subset of the public health outcomes framework.

Managing the transition

28. There will be a series of Public Health Reform Updates which will be published through the autumn which will cover:
 - the Public Health Outcomes Framework
 - the Public Health England Operating Model
 - public health in local government and the Director of Public Health
 - public health funding regime
 - workforce.
29. The operating model for Public Health England should provide the framework for implementing the system reforms and managing the transition. Subject to Parliament, local authorities will assume their new responsibilities in April 2013, at which point Public Health England will also be established.
30. Ahead of these developments Primary Care Trusts and local authorities are urged to begin working together to develop relationships and establish joint working arrangements.
31. Regional Directors of Public Health will lead the transition of public health functions at a local level and formal transitions plans must be agreed by March 2012.

STATUTORY AND POLICY IMPLICATIONS

32. This report has been compiled after consideration of implications in respect of finance, equal opportunities, human resources, crime and disorder and those using the service. Where such implications are material, they have been described in the text of the report.

RECOMMENDATIONS

33. It is recommended that the report be noted.

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Financial Comments of the Service Director (Finance) (RWK 10/08/2011)

34. None.

Legal Services Comments (LMcC 09/08/2011)

35. The report is for noting only.

Background Papers Available for Inspection

36. Department of Health – *Healthy Lives, Healthy People: Update and way forward* – 14th July 2011.

http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_128120

37. Department of Health - Healthy Lives, Healthy People - Summary of responses to the consultations on our strategy for public health in England – 27th July 2011.

http://www.dh.gov.uk/prod_consum_dh/groups/dh_digitalassets/documents/digitalasset/dh_128840.pdf

Electoral Divisions Affected

- 38.. Nottinghamshire.

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