



Bwrdd Iechyd Prifysgol  
Bae Abertawe  
Swansea Bay University  
Health Board



Meeting Date	30 March 2023	Agenda Item	3.2
Report Title	<b>Update on development of the Population Health Strategy for the Health Board</b>		
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Presented by	Keith Reid, Executive Director of Public Health		
Freedom of Information	Open		
Purpose of the Report	<p>This report presents the output from the development of the Population Health Strategy for Swansea Bay in line with the Integrated Medium Term Plan (IMTP) timetable. The Strategy is intended to act as a framework for action across the health system, including our working in external partnerships. It sets out the emerging high level priorities for the SBUHB including the rationale for the actions outlined in the GMOs for 2023/24 to support its development in becoming a population competent health board.</p> <p>As part of developing our external facing documents, an external consultancy has been working with us on developing our visual and branding identity for the Population Health Strategy (PHS). This will be used as part of our planned communication activity and ongoing engagement within the Health Board and with our external stakeholders as we progress the development of actions emerging out of the Strategy to be delivered with and through others.</p>		
Key Issues	<ul style="list-style-type: none"> <li>• A range of high level, evidence informed actions are detailed, in line with the Marmot principles and adopting the 4-pillars approach developed and endorsed as part of the co-design of the Strategy.</li> <li>• The actions are intended to act as a guide to inform action for key stakeholders and in partnerships across Swansea Bay. These emergent priorities cover all areas of the Population Health Strategy.</li> <li>• In order to make measurable progress on population health outcomes, there is a need for a commitment to long term action; new ways of working that recognise the need to have evidence informed population health action at the heart of decision making across the Health Board; and action across all domains / policy areas involving all aspects of the organisation’s business. This strategy must be owned by and delivered through the whole of the Health Board.</li> <li>• There is a need to review and re-establish how SBUHB works in partnership spaces and how we gain the buy-in from partners that we need to work with collectively for successful implementation.</li> </ul>		

	<ul style="list-style-type: none"> <li>A relatively small number of year 1 priority actions have been called out for us as a Health Board to pursue in the coming financial year, aligned to the 4-pillars approach which will help to develop our capability and capacity to work through a population health lens and approach.</li> </ul>			
<b>Specific Action Required</b> <i>(please choose one only)</i>	<b>Information</b>	<b>Discussion</b>	<b>Assurance</b>	<b>Approval</b>
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
<b>Recommendations</b>	<b>Members are asked to:</b> <ul style="list-style-type: none"> <li><b>Approve</b> the Population Health Strategy; and</li> <li><b>Approve</b> the initial steps for action towards delivering on the Population Health Strategy for Swansea Bay and hence commitment to becoming a population health competent Health Board.</li> </ul>			

# Update on development of the Population Health Strategy for Swansea Bay University Health Board (SBUHB)

## 1. INTRODUCTION

The Population Health Strategy (PHS), Appendix 1, sets out the guiding principles by which SBUHB and its partners will seek to improve the overall health and wellbeing of the local population whilst reducing the gap between our least and most deprived communities. It focuses on prevention and tackling the 'causes of the causes' of ill-health. It is a whole of Health Board strategy – it must be owned by and delivered through the entire Health Board.

The objectives of the Strategy are to:

- Provide an overview of the current context and challenges that we face as a population and society in Swansea Bay
- Highlight evidence based action, in line with the six Marmot policy objective areas that could be translated into practice and what has been learnt to date on how to tackle health inequalities
- Present a consensus/collective view of areas for action that will help to guide decision making and purposeful partnership working including knowing how that will be achieved & measured
- Publish a report that will contribute to the development of a range of policies, service developments and improvements as individual organisations, public service bodies and collectively to achieve population level health gains

A co-design approach was adopted to the development of the PHS recognising that delivery of the strategic priorities for the population will require coordinated action across a wide range of partners.

Whilst the strategy recognises that SBUHB holds a statutory responsibility for the health and wellbeing of the whole population and not just those that come into contact with healthcare services, there is considerable evidence highlighting the limited impact of health care service provision in addressing health inequalities and improved population level health outcomes. Hence to deliver on this responsibility, the actions set out reflect the need for a preventative, holistic approach to health and wellbeing acting on the social determinants ('root causes') of health.

The PHS sets out actions required aligned to the agreed Marmot policy objective areas. In addition, focus has been given to what actions are needed for SBUHB to take this work forward and the supporting governance and infrastructure required.

## 2. BACKGROUND

The population health strategy sets out a series of principles as to how SBUHB will seek to improve the overall health and wellbeing of the population and reduce inequities in health. It has the objective of presenting an agreed view of collective action that will help to deliver improved health. It also supports a transformational change in our approach as a health board, to one that embeds population health gain in all our activities and undertakings.

This paper builds on previous papers to Board which introduced the concept of a population competent health board and the key issues to be addressed in achieving

this. These include the need for a significant change programme to the planning and development of pathways of care and how SBUHB operates in partnership, including cultural, attitudinal and business process change to enable a population health lens to planning, developing and delivering business. The paper highlighted that this change will take several years to realise fully and the importance of an agreed and appropriate governance structure to support these changes. Further to this, assurance was also sought from Independent Members of the Board in December which indicated support for the direction of the strategy.

Subsequent to this, work has been undertaken to develop a public-facing product that can be shared with partners as part of further engagement with the intent of developing an agreed implementation plan for the medium to long term strategic priorities. This includes the development of a 'plain English' version to make the narrative and concepts more accessible for a wider audience. These are now presented to the Board for endorsement. Welsh translated versions will be produced, if endorsed, in early April.

The documents are intended to be the initial starting point for wider and ongoing communication internally with our staff, externally with partners and with our communities.

### **3. EMERGING PRIORITIES AND INITIAL STEPS FOR ACTION**

#### **Identified priorities for improving population health and reducing health inequalities in Swansea Bay**

The case has been made that excellence in the provision of health care is a necessary but not a sufficient requirement for improving the health of the local population. Also, that inequalities in health arise because of inequalities in society and the conditions in which people are born, grow, live, work and age – leading to differential levels of vulnerabilities. These inequalities may be amplified by how healthcare is organised and delivered.

We agreed to adopt the 6 (+2) Marmot themes and 5 WHO policy areas as a framework to organise our response to poor health and inequalities in our population. These approaches are supported by the Welsh legislative and policy environment.

There have been several rounds of engagement both internal to SBUHB and with external stakeholders and partners as well as with external partnership forums. In addition to these, over forty (40) interviews and four dedicated workshops were undertaken to test emergent thinking and gather support and contributions to the strategy. This engagement alongside data and policy analysis, has indicated a number of emerging local population health priorities for Swansea Bay which are reflected in the Strategy.

Overall, there is strong support for the Strategy as a statement of intent from SBUHB amongst our partners, recognising that there is considerable synergy with partners' existing strategic intentions and delivery. An initial, high level mapping of existing partnership structures has highlighted a plethora of fora, indicative of the considerable effort & resource already being invested by partners in driving forward actions aligned to many aspects of this work. Hence, there is a need for us to recognise these current 'delivery' mechanisms and to agree how we contribute to

ensure our collective efforts across the system, intentionally focus on and lead to improvements in population health and greater equity.

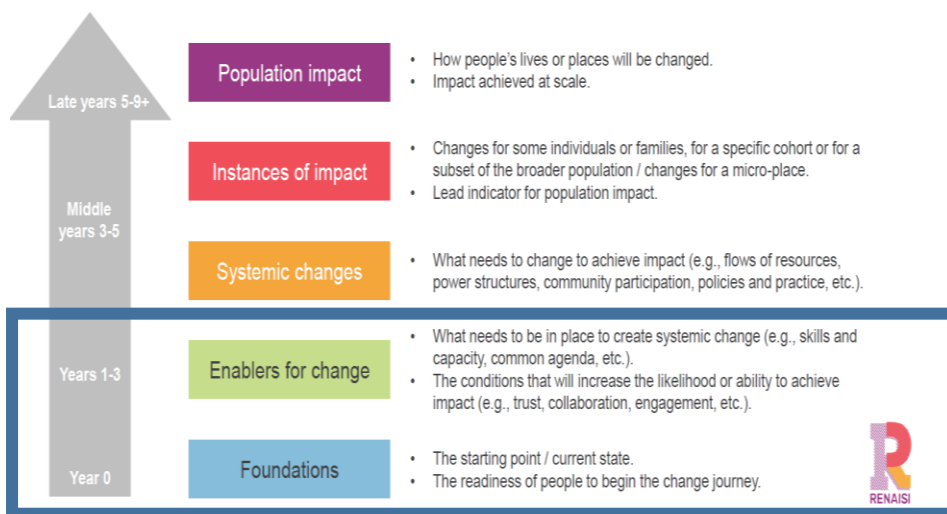
### Initial actions to progress the strategy within SBUHB

Some of the consistent themes emerging from stakeholder involvement reinforce that we are currently at the ‘enablers for change’ stage of our development (see figure 1 below).

Figure 1.

## Theory of Change structure

Drawn from the ‘Australian model’ of place-based & system change



Source: Economies for Healthier Lives, Renasi 2022

This has informed our initial focus which therefore needs to be on:

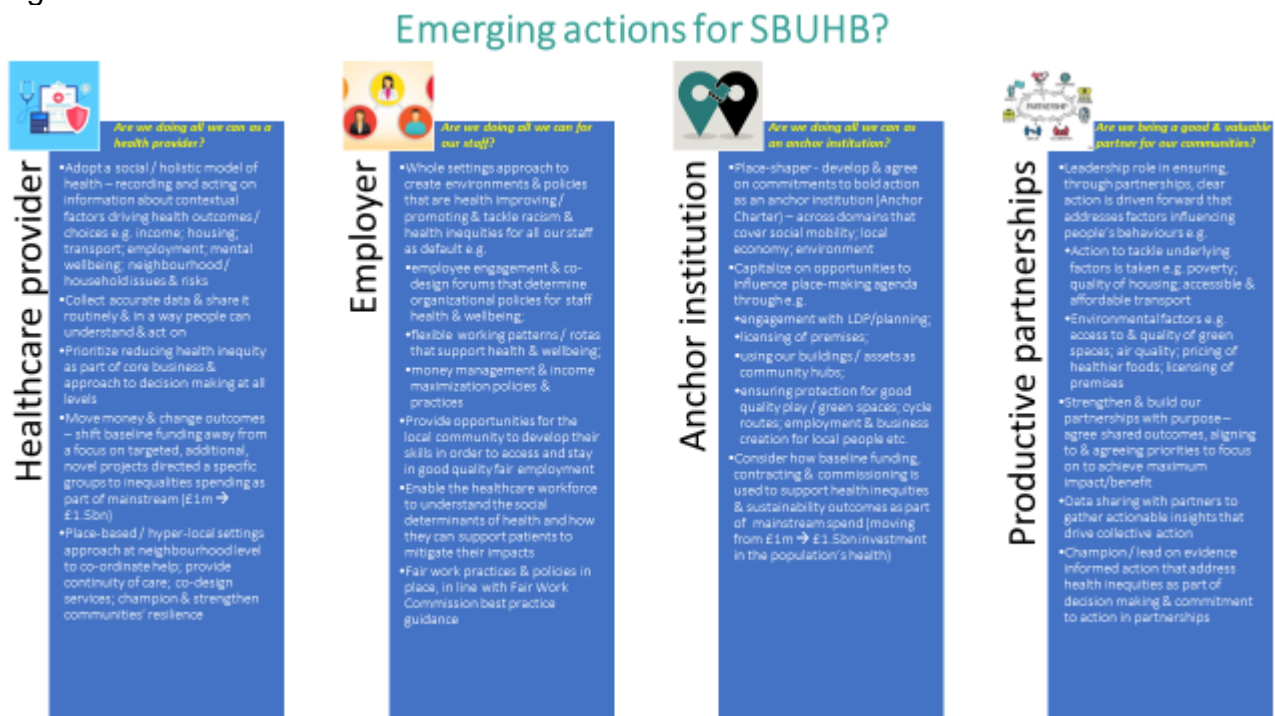
- working to build trust between partners;
- developing a common agenda; and
- building system capability and capacity.

These enablers are essential foundations for the next phase of development aimed at changing ways of working to deliver population health action that is both sustainable and also at a scale for population impact. These are therefore reflected in the organisation’s Population Health R&S Plan intentions for 2023-24.

The strategy supports the ‘Four Pillars’ approach to the role of SBUHB as a population health-focussed organisation. This sets out the contribution that SBUHB can make to population health as: (1) a healthcare provider; (2) an employer; (3) an anchor institution; and (4) through productive partnerships. This ‘four pillar’ model has been seen as extremely helpful in articulating actions that as The Strategy describes some examples of actions that SBUHB could take from each perspective to help distinguish between them. When considering our starting position we have looked to rationalise the actions we prioritise for the coming year as we move to developing our understanding and ability to work differently as a population health focused organisation.

These actions are:

Figure 2.



#### 4. NEXT STEPS

##### Governance of Strategy

Discussions have taken place over the governance arrangements for oversight of the Strategy. An initial meeting of a group under the title Population Health Development Board took place on 17 November 2022. This group identified a need for a forum where cross-organisational developmental and problem-solving conversations could happen. This was in addition to any formal reporting and governance arrangements.

In recognising, the need for stronger reporting and governance arrangements, the Management Board, will specifically focus on population health and commissioning, as a minimum three times a year. It is then proposed that population health will then be considered by a new Committee, subject to Board approval, Partnerships, Planning & Population Health Committee.

##### Development of System-wide approach

The stakeholder engagement and the meeting of the Population Health Development Board identified that there is not an established way of working on cross-cutting initiatives within SBUHB other than by setting up bespoke or ad hoc working groups. The need to identify ways in which to systematically and sustainably support the development of a population health approach which involves whole organisational cultural, behavioural and operation change has been highlighted in a previous paper. This will need to include the development of an internal SBUHB forum where an action plan to support implementation can be formally developed and agreed.

The proposed actions set out in this paper will be further scoped and developed in collaboration with key individuals within the organisation who have expertise in these

areas. The findings can then be progressed within the Population Health Development Board using the strategy as a framework to agree internally on priorities for action. There will also be a need to ensure consistent engagement with partners in external forums in a way that allows the aims of SBUHB to be pursued while respecting that partnerships inherently required pooling of sovereignty.

The need for further development of the SBUHB approach to health intelligence has been highlighted in a previous paper. Generation of strategic level population health needs assessments will assist in identifying priorities for action. Alongside more specific health needs assessments for specific pathway developments. This will enable the organisation to identify the level and the distribution of need in the population and the evidence base for effective interventions. There is an opportunity to use existing expertise in the public health team to develop and use Population Health Management approaches that are already being used in other health boards, ahead of a nationally determined solution. These approaches would inform the methodology to support existing commitments/aspirations around better understanding the high levels of demand contributing to our current financial plans.

### **Strategy dissemination & communication**

The intention is to use the Strategy documents to facilitate ongoing & broader engagement as part of a communications campaign. We know that success will require collective corporate action and a long term commitment across a wide range of stakeholders to develop the trust, understanding and partnerships needed to utilise the strategy as a lever for change.

Initial conversations have recognised the need for the development of a communications and engagement strategy to support segmentation of stakeholders and target action specific to each segment. Stakeholders can be described broadly as falling into the following categories:

- Internal SBUHB colleagues
- External partners
- Public & communities

Segmentation of the stakeholders and the development of baseline positions for each segment are key actions required to develop the foundations for strategy communication & implementation. The detail of this, including resource implications, are yet to be fully developed into proposals and will need to involve colleagues from across different departments and directorates. The development of this work will require input from a wide range of subject matter experts and mapping into organisational planning processes.

## **5. SUMMARY**

This report provides an update on the development of the Population Health Strategy for Swansea Bay, which is using a Marmot approach to provide an approach for the health board to become a population health focussed organisation.

The strategy document highlights a range of medium to long-term priorities for population health in the local population which will require action from partners

across the Swansea Bay area. Appendix 2 (attached) sets out the initial actions that should be considered to support these priorities from the perspective of SBUHB.

The Board is asked to endorse the Population Health Strategy for Swansea Bay and the collective action and ways of working called for in the plan and to endorse and note the proposed shorter-term priorities for action by SBUHB. Importantly the Board is invited to reiterate the commitment to implement the strategy as a shared responsibility across the organisation. The approaches set out in the strategy provide a population health lens to apply to all aspects of our organisation's work and capabilities.

## **6. GOVERNANCE AND RISK ISSUES**

There is ongoing concern that 'Public Health' ('Population Health') initiatives or approaches, which naturally sit across all service groups or in partnership spaces, are not governed effectively at present. This sentiment was echoed in discussions through the inaugural Population Health Development Board. While there has been a willingness and enthusiasm to engage in discussions on becoming a population health-focussed organisation, there has been limited progress in the coordination of delivery of population health activities and system planning. This is intended to be addressed through the development of an agreed governance structure.

## **7. FINANCIAL IMPLICATIONS**

As highlighted in the previous paper, there will be financial implications of the required investment in staffing and infrastructure to support the population health strategy. These are not yet quantified but are unlikely to be met by additional external funding. A limited amount of Welsh Government money is available to support delivery of specified programmes on a grant funded basis. This money is insufficient to fund Welsh Government priorities in full. The business development approaches and investment decision making processes will provide the appropriate level of control.

## **8. RECOMMENDATION**

The Board is asked to:

- **Approve** the Population Health Strategy; and
- **Approve** the initial steps for action towards delivering on the Population Health Strategy for Swansea Bay and hence commitment to becoming a population health competent Health Board.

<b>Governance and Assurance</b>		
<b>Link to Enabling Objectives</b> <i>(please choose)</i>	<b>Supporting better health and wellbeing by actively promoting and empowering people to live well in resilient communities</b>	
	Partnerships for Improving Health and Wellbeing	<input checked="" type="checkbox"/>
	Co-Production and Health Literacy	<input checked="" type="checkbox"/>
	Digitally Enabled Health and Wellbeing	<input checked="" type="checkbox"/>
	<b>Deliver better care through excellent health and care services achieving the outcomes that matter most to people</b>	
	Best Value Outcomes and High Quality Care	<input checked="" type="checkbox"/>
	Partnerships for Care	<input checked="" type="checkbox"/>
	Excellent Staff	<input type="checkbox"/>
	Digitally Enabled Care	<input checked="" type="checkbox"/>
Outstanding Research, Innovation, Education and Learning	<input type="checkbox"/>	
<b>Health and Care Standards</b>		
<i>(please choose)</i>	Staying Healthy	<input checked="" type="checkbox"/>
	Safe Care	<input type="checkbox"/>
	Effective Care	<input checked="" type="checkbox"/>
	Dignified Care	<input type="checkbox"/>
	Timely Care	<input type="checkbox"/>
	Individual Care	<input checked="" type="checkbox"/>
	Staff and Resources	<input checked="" type="checkbox"/>
<b>Quality, Safety and Patient Experience</b>		
<p>The paper outlines progress to date around the population health strategy. Implementation of an effective population health approach will lead to a more consistent approach to prevention. The expectation is that opportunities for patients to be supported to make changes that will reduce their risk of ill-health and which will lead to improved well-being will be offered in a more systematic way across the sector.</p>		
<b>Financial Implications</b>		
<p>The paper notes that investment is required in order to make progress in a number of areas of priority for Welsh Government or where there is already an identified high level of need in our communities. However, that investment is not quantified.</p> <p>The process for development of business cases in support of population health investment is not clear and the lack of support to develop such cases is highlighted.</p>		
<b>Legal Implications (including equality and diversity assessment)</b>		
<p>No legal implications identified. The incorporation of population health approaches will allow for the identification of equality and diversity issues and development of appropriate responses.</p>		
<b>Staffing Implications</b>		
<p>Developments in support of Ministerial Priorities will require additional staffing and this will be addressed through the emergent business cases.</p> <p>The Public Health Team restructure intends to alter the skill-mix compared with the funded establishment and is likely to result in fewer staff of higher banding being employed.</p> <p>This of itself will be insufficient to support the developments required to fulfil the requirements of the population health. Development of the implementation plan will identify the skills and workforce requirements.</p>		
<b>Long Term Implications (including the impact of the Well-being of Future Generations (Wales) Act 2015)</b>		
<p>Public Health approaches incorporate a prevention ethos and delivery is contingent on collaboration among partners to deliver better outcomes for our population. A coproduction approach is integral to public health practice and seeks to involve communities and staff in designing services and programmes.</p>		
<b>Report History</b>	No previous reports	
<b>Appendices</b>	Appendix 1 – Population Health Strategy Appendix 2 - Population Health Strategy Priority Recommendations	