

National standards, local action: implementing the public health elements of the NHS Planning Framework 2005/06 to 2007/08

This document contains hyperlinks, signified by red text. Click on a hyperlink to go straight to the relevant publication (usually in pdf format) on the web.

Introduction

National standards, local action is the Department of Health's guidance on the NHS planning framework 2005/06 to 2007/08. It describes a new approach to stimulating improvements in NHS performance. It also sets out the thinking behind *The NHS improvement plan* that the NHS should be a health service, not just a sickness service; and that NHS organisations, led by primary care trusts (PCTs), should form active partnerships with local government and other local agencies to promote population health and reduce health inequalities.

This briefing:

- Summarises the key features of the framework, particularly the relationship between targets and the emerging system of healthcare standards
- Highlights aspects of particular interest to public health planners and practitioners

- Signposts HDA evidence and guidance that may help PCTs draw up plans for reaching national and local health inequalities targets and for implementing public health interventions, including those recommended in the guidance
- Lists relevant documents and information sources, other than those of the HDA, and provides weblinks.

A new approach

There are three main elements of the new approach to performance improvement.

- The NHS will be driven more by standards than by targets. Healthcare organisations will have to satisfy the Healthcare Commission that they are meeting **core** quality standards. Over time, they will have to demonstrate progress against **developmental** standards. Performance on these national standards will count towards annual star ratings.
- A system of payment by results will provide healthcare providers with a financial incentive for better performance, enabling funds dispensed by PCTs to follow individual patient choices for treatment.

- Targets will continue as an important driver of improvement, but there will be fewer national targets monitored by the centre (20 instead of around 62). Instead, there will be a new emphasis on local priorities and targets agreed with local partners. The national targets are the Department of Health's **public service agreement targets**.

Public health standards

The *National Healthcare Standards* drawn up by the Department of Health comprise seven domains: safety; clinical and cost effectiveness; governance; patient focus; accessible and responsive care; care environment and amenities; and public health (see page 9 for the public health domain).

The standards describe, in very general terms, acceptable levels of performance for NHS organisations. Criteria for each of the standards – devised by the Healthcare Commission – will set out service expectations in more detail.

The standards in the public health domain signal strongly that healthcare organisations, and particularly PCTs, must be able to demonstrate that they:

- Are improving health and narrowing health inequalities
- Have systematic planning and review processes based on robust health needs assessment and health equity audit
- Involve partners and communities in planning and delivery
- Participate fully in local partnerships, such as local strategic partnerships
- Commission or provide services or programmes based on evidence or on national standards, such as national service frameworks (NSFs).

Local targets and effective planning (Box 1)

As money, control and responsibility pass to local health services, so PCTs will have more 'headroom' to set local targets in response to local needs and priorities.

National standards, local action enlarges on the theme of effective planning embedded in the *National Healthcare Standards* by setting out principles for local target setting. PCTs should ensure local plans:

- Are in line with population needs
- Address local service gaps

Box 1: HDA resources – effective planning

Health needs assessment workbook

Health equity audit made simple: a briefing for primary care trusts and local strategic partnerships

Introducing health impact assessment (HIA): informing the decision-making process

Addressing inequalities through health impact assessment

Health impact assessment: a review of reviews

Clarifying health impact assessment, integrated impact assessment and health needs assessment

Planning with a purpose (joint planning with local authorities)

NHS as partner with local authorities and others

NHS as partner – pooling resources

Partnership development and assessment – The working partnership:

- **Book 1: Introduction**
- **Book 2: Short assessment**
- **Book 3: In-depth assessment**

Closing the gap: setting local targets to reduce health inequalities

Performance management and health inequalities

The Health Impact Assessment Gateway website is designed for professionals with limited experience of health impact assessment. See www.hiagateway.org.uk

Health equity audit is an essential element of planning. See the Department of Health website for **guidance** and a **self-assessment tool**.

- Deliver equity
- Are evidence-based
- Are developed in partnership with other NHS bodies and local authorities
- Offer value for money.

National priority areas and targets

There are four national NHS priority areas, each with a set of targets:

- Health and wellbeing of the population
- Long-term conditions
- Access to services
- Patient/user experience.

Health and wellbeing of the population

This is the most immediately important from a public health point of view, and covers ‘health promotion and ill health prevention, so that people are kept out of the care system wherever appropriate’.

The other priority areas are also of public health significance, although the guidance does not highlight the public health connections. For example, disease prevention is essential in dealing with long-term conditions; access to services, including the NHS, is one of the broader determinants of health; and community involvement in decisions about public health priorities should be a dimension of patient/user experience.

The national targets cover heart disease and stroke, cancer, suicide and undetermined injury, health inequalities (as measured by infant mortality and life expectancy), adult smoking, obesity and teenage pregnancy (see the box below). There is a strong emphasis on narrowing health inequalities.

Interventions recommended in the guidance

National standards, local action, unlike the current priorities and planning framework, recommends interventions and models of care in relation to each target. The following recommendations are for the targets on the health and wellbeing of the population. The boxes highlight relevant HDA evidence and guidance, and give direct weblinks (click on the red text to open the relevant publication).

Heart disease and stroke (Box 2)

- Management of hypertension, high cholesterol and diabetes in primary care, for both people with established disease and those at high risk.
- Reductions in smoking.
- Reductions in ‘call to needle time’ for thrombolysis.
- Adherence to models of care in the NSFs for coronary heart disease, diabetes, older people and children.

National targets – health and wellbeing of the population

- By 2010, increase life expectancy at birth in England to 78.6 years for men and 82.5 years for women.
- Substantially reduce mortality rates by 2010:
 - from heart disease and stroke – by at least 40% in people under 75 years, with a 40% reduction in the inequalities gap between the fifth of areas with the worst health and deprivation indicators and the population as a whole
 - from cancer – by at least 20% in people under 75 years, with a reduction in the inequalities gap of at least 6% between the fifth of areas with the worst health and deprivation indicators and the population as a whole
 - from suicide and undetermined injury – by at least 20%.
- By 2010, reduce health inequalities by 10%, as measured by infant mortality and life expectancy.
- Tackle the underlying determinants of ill health and health inequalities by:
 - reducing adult smoking rates (from 26% in 2002) to 21% or less by 2010, with a reduction in prevalence among routine and manual groups* (from 31% in 2002) to 26% or less
 - halting the year-on-year rise in obesity among children under 11 years by 2010 (from the 2002–04 baseline) in the context of a broader strategy to tackle obesity in the population as a whole
 - reducing the conception rate among under-18s by 50% by 2010 (from the 1998 baseline), as part of a broader strategy to improve sexual health.

*As defined by the National Statistics socio-economic classification, ‘routine and manual groups’ covers local supervisors and technical occupations, semi-routine occupations, routine occupations and those who have never worked or are in long-term unemployment.

Box 2: HDA resources – heart disease and stroke

Comprehensive guidance on key aspects of coronary heart disease prevention (smoking, diet and nutrition, physical activity, overweight and obesity, and developing a local strategy), as required by the NSF on coronary heart disease, but also relevant to the NSFs on diabetes and older people:

- **Coronary heart disease: guidance for implementing the preventive aspects of the national service framework**
- **Relative contributions of changes in risk factors and treatment to the reduction in coronary heart disease mortality**

Smoking

- Evidence on reducing initiation and increasing cessation: **Smoking and public health: a review of reviews**
- Answers to service providers' questions about smoking cessation: **Meeting Department of Health smoking cessation targets: recommendations for service providers**
- Guidance for PCTs on planning smoking cessation services: **Meeting Department of Health smoking cessation targets: recommendations for primary care trusts**
- Guidance for dental teams on helping smokers quit: **Helping smokers stop: a guide for the dental team**

Other risk factors

Physical activity

- **The effectiveness of public health interventions for increasing physical activity among adults: a review of reviews**

Obesity and overweight

- Evidence on managing obesity and overweight: **The management of obesity and overweight: an analysis of reviews of diet, physical activity and behavioural approaches**
- A briefing on **Interventions on obesity**

Box 3: HDA resources – cancer

Cancer prevention: a resource to support local action in delivering The NHS Cancer Plan offers comprehensive guidance on key aspects of cancer prevention (smoking, diet and nutrition, overweight and obesity, physical activity, alcohol, skin cancer, radon, and effective delivery) as required by *The NHS Cancer Plan*.

The contribution of smoking, diet, screening and treatment to cancer mortality in the under-75s

Smoking

- Evidence on reducing initiation and increasing cessation: **Smoking and public health: a review of reviews**
- Answers to service providers' questions about smoking cessation: **Department of Health smoking cessation targets: recommendations for service providers**
- Guidance for PCTs on planning smoking cessation services: **Meeting Department of Health smoking cessation targets: recommendations for primary care trusts**
- Guidance for dental teams on helping smokers quit: **Helping smokers stop: a guide for the dental team**

Other risk factors

Physical activity

- Evidence on increasing physical activity among adults: **The effectiveness of public health interventions for increasing physical activity among adults: a review of reviews**

Obesity and overweight

- Evidence on managing obesity and overweight: **The management of obesity and overweight: an analysis of reviews of diet, physical activity and behavioural approaches**
- A briefing on **Interventions on obesity**

Alcohol

- Evidence on preventing and reducing alcohol misuse: **Prevention and reduction of alcohol misuse: review of reviews**

Cancer (Box 3)

- Earlier detection.
- Shorter waiting times for diagnosis and treatment along the care pathway.
- Optimal treatment and support for people diagnosed as having cancers, in line with guidance from the National Institute for Clinical Excellence (NICE).
- Adherence to models of care in **The NHS Cancer Plan** and relevant NICE guidance.
- Reductions in smoking rates – for a longer-term impact on reducing cancer mortality rates.

Reducing inequalities in health outcomes (Box 4)

Primary care trusts should work with local authorities, using health equity audit, to demonstrate that effective interventions are provided for all groups in the population, targeting those with the greatest need.

Inequalities in life expectancy (Box 5)

- Significant reductions in smoking prevalence.
- Targeted action on prevention and treatment of cardiovascular disease and cancers.
- Examination of local inequalities – factors affecting access to primary care, such as those experienced by minority ethnic groups.

Infant mortality (Box 6)

- Reductions in smoking in pregnancy.
- Improving nutrition of women of childbearing age, particularly those who are pregnant or breastfeeding.
- Increased breastfeeding initiation and duration rates.
- Effective antenatal care.
- High quality midwifery, obstetric and neonatal services provided in a culturally sensitive way, together with effective family support.

Box 4: HDA resources – planning and health inequalities

Health needs assessment workbook

Health equity audit made simple: a briefing for primary care trusts and local strategic partnerships

Addressing inequalities through health impact assessment

Planning with a purpose: joint planning with local authorities

Closing the gap: setting local targets to reduce health inequalities

Performance management and health inequalities

The evidence of effectiveness of public health interventions – and the implications

Health inequalities: concepts, frameworks and policy

Health equity audit is an essential element of planning. See the Department of Health website for **guidance** and a **self-assessment tool**.

Box 5: HDA resources – smoking and coronary heart disease

Smoking

Evidence on reducing initiation and increasing cessation: **Smoking and public health: a review of reviews**

Answers to service providers' questions about smoking cessation: **Department of Health smoking cessation targets: recommendations for service providers**

Guidance for PCTs on planning smoking cessation services: **Meeting Department of Health smoking cessation targets: recommendations for primary care trusts**

Guidance for dental teams on helping smokers quit: **Helping smokers stop: a guide for the dental team**

A briefing on **Smoking interventions with children and young people**

Coronary heart disease and cancer prevention

Coronary heart disease: guidance for implementing the preventive aspects of the national service framework

Cancer prevention: a resource to support local action in delivering The NHS Cancer Plan

Box 6: HDA resources – infant mortality

Reducing smoking in pregnancy and nutrition interventions with pregnant women:

Prevention of low birth weight: assessing the effectiveness of smoking cessation and nutritional interventions

The effectiveness of public health interventions to promote the initiation of breastfeeding

Ante- and post-natal home-visiting programmes: a review of reviews

National health inequalities (Box 7)

- In PCTs with the largest burden of heart disease and cancer, stretching local targets with a strong focus on those aged over 50, especially those with established disease or high risk factors.

Suicide and undetermined injury (Box 8)

- Interventions described in the *National suicide prevention strategy for England* and the *National service framework for mental health*.
- As unemployment and social isolation are risk factors, helping people with mental health problems to gain and retain work, and improving community engagement – see guidance in the Social Exclusion Unit's reports on mental health (*Action on mental health: a guide to promoting social exclusion* and 'The role of health and social care services in preventing social exclusion' in *Mental health and social exclusion*, ch. 4).
- Support for access to assessment, treatment and care, paying particular attention to the needs of

people from minority ethnic groups and groups that may be hard to reach.

Reducing adult smoking rates and tackling obesity (Box 9)

- Use of all care contacts to promote advice on stopping smoking, healthy eating and physical activity.
- Increasing the number of long-term quitters through Stop Smoking services.
- Development of NHS services and interventions in primary care, specialist obesity services, and with schools.

Reducing teenage pregnancies (Box 10)

- PCT and local authority plans covering rates of sexually transmitted infections (STIs) and HIV.
- Access times covering both STIs and reproductive health.
- Provision of contraceptives and sexual health services.

Box 7: HDA resources – inequalities targets

Closing the gap: setting local targets to reduce health inequalities

Box 8: HDA resources – mental health

Mental health interventions

Effectiveness of mental health promotion interventions:

- **Introduction**
- **Summary of findings**
- **Recommendations for action**

Promoting mental health in schools: *Promoting emotional health and wellbeing through the National Healthy School Standard*

Smoking and patients with mental health problems

Box 9: HDA resources – adult smoking and obesity

Adult smoking

Evidence on reducing initiation and increasing cessation: ***Smoking and public health: a review of reviews***

Answers to service providers' questions about smoking cessation: ***Department of Health smoking cessation targets: recommendations for service providers***

Guidance for PCTs on planning smoking cessation services: ***Meeting Department of Health smoking cessation targets: recommendations for primary care trusts***

Guidance for dental teams on helping smokers quit: ***Helping smokers stop: a guide for the dental team***

Reducing smoking in pregnancy ***Prevention of low birth weight: assessing the effectiveness of smoking cessation and nutritional interventions***

Guidance on helping smokers with mental health problems: ***Smoking and patients with mental health problems***

Guidance on helping professionals who work with homeless smokers: ***Homelessness, smoking and health***

Healthy eating and obesity

Evidence on managing obesity and overweight: ***The management of obesity and overweight: an analysis of reviews of diet, physical activity and behavioural approaches***

A briefing on ***Interventions on obesity***

Physical activity

Evidence on increasing physical activity among adults: ***The effectiveness of public health interventions for increasing physical activity among adults: a review of reviews***

See also sections on diet and nutrition, overweight and obesity, and physical activity in ***Cancer prevention: a resource to support local action in delivering The NHS Cancer Plan***

Working with schools

Making best use of the National Healthy School Standard: a guide for PCTs

National Healthy School Standard: reducing health inequalities and promoting social inclusion

A briefing on ***The National Healthy School Standard***

A briefing on ***Smoking interventions with children and young people***

Box 10: HDA resources – sexual health

Teenage pregnancy

Teenage pregnancy: an overview of the research evidence (with the Teenage Pregnancy Unit)

Evidence on effective interventions: ***Teenage pregnancy and parenthood: a review of reviews***

A briefing on ***Teenage pregnancy and sexual health interventions***

It opened my eyes: using theatre in education to delivery sex and relationship education – a good practice guide

Sexually transmitted infections and HIV

Evidence on preventing STIs: ***Prevention of sexually transmitted infections: a review of reviews into the effectiveness of non-clinical interventions***

Evidence on effective HIV interventions: ***HIV prevention: a review of reviews assessing the effectiveness of interventions to reduce the risk of sexual transmission***

Maintaining existing commitments

The guidance says it is essential that commitments should be maintained on levels of service to be achieved by, or extending beyond, April 2005 under the current priorities and planning framework. The list of these commitments includes the target of:

800,000 smokers from all groups successfully quitting at the four week stage by 2006 (see HDA resources on smoking, Box 9, page 7).

The list does not include two of the current targets that contribute to the 2010 national health inequalities target on infant mortality, although the guidance recommends key interventions related to them (see page 5, Reducing inequalities in health outcomes):

- Deliver a reduction of 1 percentage point per year in the proportion of women continuing to smoke throughout pregnancy, focusing especially on smokers from disadvantaged groups
- Deliver an increase of 2 percentage points per year in the breastfeeding initiation rate, focusing especially on women from disadvantaged groups.

Information sources

All the information listed in this document, and more, can be found on the HDA's website: www.hda.nhs.uk. The following are non-HDA documents or information sources that are particularly relevant to the guidance.

New planning framework

National standards, local action: *health and social care standards and planning framework 2005/06–2007/08*

National Service Frameworks

The NHS Cancer Plan

National service framework for coronary heart disease

National service framework for diabetes:

- **Standards**
- **Delivery strategy**

Mental health national service framework

National service framework for older people

National service framework for children, young people and maternity services:

- **Executive summary**
- **Core standards**
- **Children who are ill**

- **Standard for hospital services**
- **Disabled child standard**
- **Child and adolescent mental health**
- **Medicines**
- **Maternity services**
- **Key issues for primary care**

Public health policies and strategies

Choosing health: making healthier choices easier:

Foreword and contents

1 The time for action on health and health inequalities

2 Health in the consumer society

3 Children and young people – starting on the right path

4 Local communities leading for health

5 Health as a way of life

6 A health-promoting NHS

7 Work and health

8 Making it happen – national and local delivery

Annex A Choosing health? consultation

Annex B Making it happen

Tackling health inequalities: a programme for action

Better prevention, better services, better sexual health: the national strategy for sexual health and HIV

Alcohol harm reduction strategy for England

Mental health and social exclusion: Social Exclusion Unit report

Action on mental health: a guide to promoting social inclusion

Health equity audit

Health equity audit: a guide for the NHS

Health equity audit: a self-assessment tool

Sources of evidence

NICE guidance

National electronic Library for Health (NeLH)

See 'Knowledge' for links to:

- **NHS cost-effectiveness reviews**
- **Cochrane Library**

and others.

Healthcare standards

Healthcare Commission

Assessment for improvement – Our approach

National Healthcare Standards, seventh domain – public health

Domain outcome

Programmes and services are designed and delivered in collaboration with all relevant organisations and communities to promote, protect and improve the health of the population served and reduce health inequalities between different population groups and areas.

Core standards

C22 Healthcare organisations promote, protect and improve the health of the community served and narrow health inequalities by:

- Cooperating with each other and with local authorities and other organisations
- Ensuring that the local Director of Public Health's Annual Report informs their policies and practices
- Making an appropriate and effective contribution to local partnership arrangements including local strategic partnerships and crime and disorder reduction partnerships.

C23 Healthcare organisations have systematic and managed disease prevention and health promotion programmes which meet the requirements of the national service frameworks and national plans, with particular regard to reducing obesity through action on nutrition and exercise, smoking, substance misuse and sexually transmitted diseases.

C24 Healthcare organisations protect the public by having a planned, prepared and, where possible, practised response to incidents and emergency situations which could affect the provision of normal services.

Developmental standards

D13 Healthcare organisations:

- Identify and act upon significant public health problems and health inequality issues, with PCTs taking the leading role
- Implement effective programmes to improve health and reduce health inequalities
- Protect their populations from identified current and new hazards to health
- Take fully into account current and emerging policies and knowledge on public health issues in the development of their public health programmes, health promotion and prevention services for the public, and the commissioning and provision of services.

About the Health Development Agency

The Health Development Agency (www.hda.nhs.uk) is the national authority and information resource on what works to improve people's health and reduce health inequalities in England. It gathers evidence and produces advice for policy makers, professionals and practitioners, working alongside them to get evidence into practice.

About the Public Health electronic Library

The Public Health electronic Library (PHeL, www.phel.gov.uk) is a gateway which aims to provide knowledge and know how to promote health, prevent disease and reduce health inequalities.

If you would like to be informed as soon as HDA publications are available please join our email alert system:
email: publications@hda-online.org.uk

You will be held on our central database for this purpose. You have the right to receive a copy of the data we hold on you and to correct any errors.

Contact

website: www.hda.nhs.uk

email: communications@hda-online.org.uk

ISBN 1-84279-410-8

© Health Development Agency 2004