

# Shaping places for healthier lives

Shaping places for healthier lives is part of our sector-led improvement offer of support: [www.local.gov.uk/SLI-offer](http://www.local.gov.uk/SLI-offer)

# Foreword

The strongest determinants of health and health inequalities are the social, economic, commercial and environmental conditions in which people live: the 'wider determinants of health'. We are pleased to announce that the LGA is working in partnership with The Health Foundation on this new programme tackling the wider determinants of health.

This programme will support innovation by five local systems, over three years through funding and a learning approach to act on the wider determinants of health. The focus will be on promoting a complex systems approach to public health problems, building cross-sector partnerships and strengthening system leadership on the wider determinants of health.

We are looking for councils, working with partners in their area, to take bold action across a whole system and to be innovative in implementation. We are looking to engage leaders across education, economic planning and development, environment and open space, place based working and others as well as those directly working in public health. Interest and bids from councillors, officers and partners working in these fields are encouraged. We want to learn from success and inspire confidence in making lasting change on health and wellbeing.

## **Councillor Ian Hudspeth**

Chair of Local Government Association (LGA)  
Community Wellbeing Board

The Health Foundation has developed a national commentary on wider determinants of health and health inequalities. Now we want to work with councils and partners, to build insights and lessons from locally led action. In doing this, the Health Foundation is delighted to be working with the LGA given its credibility with local authorities and experience of running funding programmes, targeted at local government.

This programme is designed to be different from other funding programmes, by creating a supportive relationship between The Health Foundation, the LGA, councils and partners. Shared learning provided by this programme will be facilitated by the input of knowledge and skills from experts in the field, and external evaluation that will ensure learning is recorded, distilled and shared to benefit others.

## **Jo Bibby**

Director of Health, The Health Foundation



# Executive summary

The strongest determinants of health and health inequalities are the 'wider determinants'. These factors are multiple, diverse and interrelated, forming a 'complex system' that shapes the health of people in an area. New approaches are needed to shape these systems in ways that promote good health.

The aim of this grant programme is to create the conditions for better health by enabling system-wide partnership action on the wider determinants of health at a local level.

The programme will fund five projects to make sustainable changes to local systems, which are consistent with improved population health, and designed to last beyond the lifetime of the programme. Learning will be captured to allow these approaches to be applied in other areas and to wider health-related issues.

The objectives are to:

- mobilise cross-sector action on the wider determinants of health through sustainable system change at a local level
- support local authorities to facilitate and enable local partnerships for system change on the wider determinants of health
- learn how to make changes that impact on the wider determinants of health so that learning can be shared.

The application process has several stages, during which applicants will receive support to develop their proposals. Following an expression of interest and submission of a further developed proposal, 12 applicants will be supported with a development grant of up to £20,000 plus expert advice to fully develop their final proposal through system mapping, developing a theory of change and building local partnerships. Grants will be awarded to five selected proposals, up to a total of £300,000 over three years. Match funding will not be requested but can be included.

The programme is open to English councils either individually or as a partnership. If applicants are forming a partnership between councils and other organisations, a single council which is a direct recipient of the public health grant must lead the project. District councils are encouraged to participate and should work in partnership with their county council who will lead the bid.

Expressions of interest will need to be signed by the principal council's lead member for public health, chief executive and director of public health. Applicants are also encouraged to include the signature of leaders from partners relevant to the area the application proposes to address.

Shaping Places for Healthier Lives is now open for expressions of interest. Please email [sphl@local.gov.uk](mailto:sphl@local.gov.uk) to request a form. The deadline for submission of expressions of interest is 17 January 2020.

Each expression of interest must address each question directly, not exceeding the stated maximum word length of 2000 words for the assessed questions.

# Context

Improving health and health inequalities requires coordinated cross-sector action at multiple points across the complex system of wider determinants, to shape the system in ways that promote health for the whole population in a place. Coordinated cross-sector action is needed as no single organisation or sector can make the necessary changes, across a system, to address these complex issues. Cross-sector in this sense means local government and other public, private, voluntary and/or community partners.

The Marmot Review, 'Fair Society, Healthy Lives' published in 2010, built on years of research and experience. The review made a firm case to government that reduction in health inequalities requires action across all the wider determinants of health. It was also clear that action must be across all aspects of government and in partnership with other sectors.

The transition of public health responsibilities, budgets and teams from the NHS to local authorities in 2013 enabled the debate about health, outside of healthcare settings, to develop. Debate and action now stretches across functions of local government such as strengthening communities, early years provision, economic and social regeneration, access to employment and welfare, housing and access to green space.

It is important for action on the wider determinants of health to be evidence-based, however generating good evidence using conventional methods can be challenging. A complex systems approach to health considers poor health and health inequalities as outcomes of many interdependent elements within a connected whole. These elements affect each other, with changes reverberating throughout the system. A complex systems approach uses a broad range of methods to design, implement, and evaluate interventions for changing these systems to improve the public's health.

Both programme and project-level evaluations are planned for this programme. Five projects will be supported to take a systems approach to planning, implementation, monitoring and evaluation. The programme level evaluation will draw together learning about taking a system approach at local level to changing the wider determinants of health. Evaluation will also assess the delivery and value of the programme.

## Aims

The overarching aim of this grant programme is to create the conditions for better health by enabling system-wide partnership action on the wider determinants of health at a local level.

The emphasis is on funding projects that will make sustainable changes to local systems that are consistent with improved population health, and designed to last beyond the lifetime of the grant programme. Learning will be captured to allow these approaches to be applied in other areas and to wider health-related issues.

The objectives of the programme are:

- to mobilise cross-sector action on the wider determinants of health through sustainable system change at a local level
- to support local authorities to facilitate and enable local partnerships for system change on the wider determinants of health
- to learn how to make changes that impact on the wider determinants of health so that learning can be shared.

# The Programme

## The programme model

The programme asks local systems and partnerships to start with a health (or health-related) outcome that is considered a key issue in their area. Local areas will then work backwards to identify the system of determinants that drive that outcome, and how that system can be changed through cross-sector working.

Recognising that health outcomes are the product of a complex web of interacting and changing causes and influences, systems approaches encourage looking at a bigger picture, and thinking about how:

- different individuals, populations, organisations and sectors relate to each other
- specific activities and changes in one part of a system may affect other parts, sometimes in unexpected ways
- to bring more synergy and coherence to different activities.

A coordinated cross-sector approach is needed to change systems in ways that promote healthier lives. This programme will fund applications that are led by local government but must have strong engagement with communities and partnerships with some of the private, voluntary, community and/or faith sectors.

The programme provides on-going support to project teams to deliver their proposals and learn from the experience. Support is also on offer to bidders who progress past the first selection stage to help them develop more detailed proposals.

It should also be noted by bidders that commitment will be needed by local partnerships to engage with networking and learning opportunities. For those who progress further this commitment will be required over months and years.

After a two-stage application process, 12 applicants will be supported with an initial grant of up to £20,000 plus expert advice to fully develop their proposal. This is to hone the proposal through system mapping, working up their theory of change and developing partnerships to submit a final proposal. Final awards will be made against five selected proposals. Awards will be for three years up to a total of £300,000. Match funding will not be requested but can be included.

The programme will be managed by the LGA, commissioned by The Health Foundation. The Health Foundation will steer the programme working closely with the LGA.

## Call for applications

Councils are invited to submit an expression of interest to apply for a three year grant. Within this expression of interest, the lead council will need to show clear reference to the following programme design features.

- A complex system perspective:** projects will adopt a complex system perspective in understanding and taking action on the wider determinants of health. A complex system perspective recognises that health outcomes and inequalities are the result of a large number of interacting factors that form a 'complex system'. Changes in any single part of a complex system can have wide-reaching and unpredictable effects right across the system. Feedback loops exist by which changes can reinforce or balance further change in the system, and further changes happen as adaptations in behaviour occur in response to intervention.
- A systems approach:** rather than trialing the delivery of new service models or single interventions, the programme focuses on developing new insights into how to make sustainable changes in local systems. Applicants will be expected to identify elements of the system that they can change, with a particular focus on wider determinants of health.

- c. **Partnership Working:** the programme will fund applications that are led by local government but must have strong engagement with communities and partnerships with the private, voluntary, community and/or faith sectors.
- d. **Potential for learning:** the programme will fund applications which can increase understanding of how action to change systems of wider determinants of health can be successfully prioritised, championed, implemented, evaluated and sustained at local level.

The expression of interest should provide a clear articulation of the problem to be addressed and a suitable health outcome as a focus for the project. The link between the action they intend to take and improved health outcomes, commitment to partnership working and evidence of a high level of local need are all important.

## Who can apply?

The programme is open to English councils either individually or as a partnership. If applicants are forming a partnership between councils and other organisations, a single council which is a direct recipient of the public health grant must lead the project. District councils are encouraged to participate and should work in partnership with their county council who will lead the bid. Expressions of interest will need to be signed by the principal council's lead member for public health, chief executive and director of public health. Applicants are also encouraged to include the signature of leaders from partners relevant to the area they are looking to address.

# From expression of interest to programme delivery

**Stage 1 Expression of interest** – The initial application detailed on page 11.

**Stage 2 Initial proposal** – We will select around 30 expressions of interest for this stage. Applicants proceeding to stage two will be offered support to develop a proposal. This will help to develop the applicants' understanding of whole system working, their local partnerships and develop a programme plan for stage three.

**Stage 3 Developing a proposal** – 10-12 proposals will be selected for stage three. Each partnership selected to proceed to stage three will be offered a development award of up to £20,000 and support will be provided to undertake programme design, system mapping, work up their theory of change, develop partnerships and submit a final proposal.

**Programme delivery** – The selection phase will conclude with the five proposals selected for funding over a three year implementation period.

## Programme timeline

Stage	When
1 - Expression of interest	Closes 17 January
2 - Initial proposal	10 February – 23 March
3 - Developing a proposal	13 April – 8 July
4 - Programme Delivery	September 2020-2023



# Programme support resources

**Delivery support partner** – To provide support through stages two and three of selection. The support partner will advise on programme design features to assist the development of the project. This partner will be commissioned by the LGA.

**Subject matter expertise** – The LGA will work with the council to find the right expertise for the particular project as it develops and provide constructive challenge.

**Evaluation** – The LGA and Health Foundation are committed to both programme and project level evaluations planned for this programme. Programme evaluation is about learning from the overall funding programme, about systems approaches to the wider determinants of health and the value gained from the programme as a whole. Project level evaluation is about the learning and system change achieved by the five individual funded projects.

The project-level evaluation will involve an evaluation partner working with individual partnerships to design and develop a system approach and evaluation framework. While it is unlikely to be possible for projects to measure changes in their chosen health outcome over the lifetime of this programme, it should be possible to measure changes in parts of the system which are being targeted by the interventions. This will include relevant wider determinants, that would be expected to be consistent with improved health outcomes (as supported by evidence).



# Shared commitments

The LGA and Health Foundation want to support the projects to develop innovative approaches to implementation of activity on wider determinants of health

Our commitment includes:

- support and assistance to creatively address the issues being explored
- encouragement to consistently focus on the beneficiaries of the work
- provision of on-site support, practical workshops, subject matter experts, service design and evaluation support
- facilitation of opportunities to engage with the other areas
- help to consider and develop solutions to local obstacles and consider further actions government can take to enable ambitious local action
- promotion of the outcomes and learning from the work with the wider sector.

In return we are asking for commitment from funded partnerships.

Your commitment to:

- work as a multi-disciplinary, cross-sector partnership in addressing the issues you are exploring
- putting the needs of beneficiaries and communities at the heart of the work, with a focus on local inequalities
- evaluate the project and engagement with the overall programme evaluation
- engage senior leadership in the programme
- openly work with other funded partnerships
- share the learning with the rest of the sector via events, workshops, webinars, blogs and other methods.



# Areas to explore

Wider determinants of health are broadly understood to be those factors that have a less immediate but more significant influence on the health of a population.

Rather than behavioural factors like smoking or diet, we are interested in the social, economic, environmental and commercial influences that over the course of a lifetime will strongly determine health and have an impact that is measurable in the population.

While councils and partners do not have full control of these factors, they do have a range of levers and opportunities to influence them, including through local policies, co-production with communities, shaping the local environment and service delivery.

We want to test the boundaries of local action, understand how levers can be used together to best effect and importantly, how the wider determinants of health can be improved.

In particular we are interested in projects that, drawing upon the themes developed in the Marmot Report Fair Society, Healthy Lives, will address at least one of the following themes:

- early years and education
- work and income
- housing and place
- strengthening communities

Applicants will be guided to identify and select indicators of outcomes in wider determinants of health for their chosen subject from this framework. This is to ensure a history of data behind the selection and comparable data with other parts of the country, as well as reasonable expectation that the data will continue to be collected and presented through national programmes. The Public Health Outcomes Framework presents a set of indicators that meets these requirements and is recommended as a reference source for outcome selection.

Below is an example of the approach sought as applied to school readiness. Two other examples are outlined on the website. While we will be looking for the programme to capture activity across a range of areas, this is not exhaustive, nor is it intended to limit applicants ambitions.

## School readiness

Measured as the percentage of children achieving a good level of development at the end of reception year. This is a key indicator of early years development across a wide range of developmental areas. School readiness is strongly linked to health outcomes in later life. Children from poorer backgrounds are more at risk of poorer development and the evidence shows that differences by social background emerge early in life.

An applicant wanting to effect school readiness would demonstrate an understanding of how a wider system acts to produce the level of school readiness existing in the borough. This could include children living in poverty, parental engagement, housing conditions, adverse childhood experiences, engagement with the primary and maternal health and care sector, family homelessness, maternal mental health and others. The applicant would be encouraged to identify the interactions in the system and which elements of the system they want to focus on changing over three years. This would be articulated in a theory of change.

# How to apply

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Each expression of interest must address each question directly, not exceeding the stated maximum word length of 2000 words for all questions.

## Expression of interest questions

### Project title

- 1 What is the problem you want to address and outcome you want to focus on for the project? What is the evidence of a high level of local need either in the area as a whole or in a target population within the borough?
2. How does your proposal meet the overall programme design features, namely
  - a. **A complex system perspective:** projects will adopt a complex system perspective in understanding and taking action on the wider determinants of health. A complex system perspective recognises that health outcomes and inequalities are the result of a large number of interacting factors that form a 'complex system'. Changes in

any single part of a complex system can have wide-reaching and unpredictable effects right across the system, feedback loops exist by which changes can reinforce or balance further change in the system, and further changes happen as adaptations in behaviour occur in response to intervention.

- b. **A systems approach:** rather than trialing the delivery of new service models or single interventions, the programme focuses on developing new insights into how to make sustainable changes in local systems. Applicants will be expected to identify elements of the system that they can change, with a particular focus on wider determinants of health.
- c. **Partnership Working:** the programme will fund applications that are led by local government but must have strong engagement with communities and partnerships with the private, voluntary, community and/or faith sectors.
- d. **Potential for learning:** the programme will prioritise applications which can increase understanding of how action to change systems of wider determinants of health can be successfully prioritised, championed, implemented, evaluated and sustained at local level.

- 3 What is the hypothesised link between the action(s) you intend to take on wider determinants of health and improved health outcomes? (refer to relevant evidence)
- 4 Outline your initial plans for monitoring the impact of your action(s) on the wider determinants of health.

Expressions of interests will be evaluated by representatives from the LGA and The Health Foundation. Up to 30 discovery phase councils will be announced in February to proceed to stage two.

## What we are looking for

Applicants are the experts for their local area. We are looking to you to identify the actions during the discovery phase that will have the greatest impact on one or more wider determinants of health. We will consider applications that focus on addressing a specific indicator of wider determinants of health within a whole system approach.

### Expressions of interest should include

- Clear reference to the programme design features, in the construction of the expression of interest, namely
  - a complex system perspective
  - a systems approach
  - partnership working
  - potential for learning
- clear articulation of the problem they want to address and selection of a suitable outcome as a focus for the project
- clear articulation of the link between the action they intend to take on wider determinants of health and improved health outcomes
- commitment to a partnership working approach in this project and indication of partner engagement in the expression of interest

- evidence of a high level of local need demonstrated through indices of deprivation and health outcomes either in the area as a whole relative to the country or in the target population within the area that the proposal wishes to specifically address
- clear identification of lead officer for the proposal, based in local government
- clear identification of leadership and governance structure
- commitment to an evaluative approach.

If you have any questions about the programme or expression of interest process, please email [sphl@local.gov.uk](mailto:sphl@local.gov.uk). Regularly updated Frequently Asked Questions are also available on our webpage [www.local.gov.uk/sphl](http://www.local.gov.uk/sphl).





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