



Stay Warm and Healthy in Derby Cold Weather Plan 2014/15

Foreword

It is widely recognised that cold weather has a negative impact on health, including deaths due to the cold that could be avoided. Fuel poverty, poor housing, health inequalities, circulating infections and diseases (particularly flu and norovirus) and the extent of snow and ice all contribute and interlink to affect our health, particularly for those who are elderly, very young or have existing health issues.

Public Health is now a responsibility for Derby City Council. The Derby City Health and Wellbeing Board is responsible for protecting and improving the health of Derby residents. With climate change, we are likely to see more severe and more frequent cold weather snaps in the future. It is vital we act in partnership to protect vulnerable people from the effects of the cold.

This cold weather plan establishes a strategic approach to tackling the impact that cold weather has on the health of our residents in Derby City, taking forward the recommendations of the national cold weather plan published jointly by Public Health England and the Local Government Association. This emphasises the need to proactively work all year around to take preventative action rather than waiting for the cold weather to arrive.

Executive summary

During the winter people in Derby City die as a result of being too cold in their homes. These deaths are not just from hypothermia but from sitting or sleeping in cold rooms which causes existing medical conditions to get much worse. Over the last 20 years there have been between 70 and 220 excess winter deaths each year in Derby City.

There is also evidence to show increases in the numbers of hospital admissions from cold-related illnesses such as cardiovascular, respiratory and infectious diseases, as the temperature falls. These contribute to the winter pressures faced by Health and Social Care services, with increased demand for beds and appointments and difficulties discharging patients.

Fuel Poverty is a significant factor. Many people who die or suffer poor health are unable to heat their homes adequately.

There is significant potential to make an impact. In many cases simple preventative action could avoid many of the deaths, illnesses and injuries associated with the cold. However, many of these measures need to be planned and undertaken in advance of the cold weather. It is simply too late to react once the cold weather has arrived.

This Cold Weather plan for Derby sets out the actions we will take to prepare for and respond to the cold weather in future years, bringing together communities, existing agencies and related plans and strategies. The plan is based on national recommendations and local needs and is for all organisations and agencies, local communities and voluntary groups, families



and individuals who interact with people most at risk from the cold and who can help protect people against avoidable harm to health in the cold weather.

Why plan for cold weather?

During the winter people in Derby City die as a result of being too cold in their homes. These deaths are not just from hypothermia but from sitting or sleeping in cold rooms which causes existing medical conditions to get much worse.

The human body responds in several different ways to exposure to cold weather. Exposure to extreme cold can kill directly through hypothermia but this is not the main cause of cold related illness and death¹. Direct effects of cold weather include an increase in heart attacks and stroke, respiratory disease and Influenza and falls and injuries. Other indirect effects include mental illnesses such as depression, carbon monoxide poisoning from poorly maintained or ventilated boilers, cooking and heating appliances and social isolation.

<p>Health effects of cold weather</p> <ul style="list-style-type: none"> • Diseases of the circulation – including heart attack and stroke – account for 40% of excess winter deaths. • Around one third of excess winter deaths are due to respiratory illness • There are a range of other causes and issues such as falls and injuries, carbon monoxide poisoning, mental health problems such as depression, social isolation

In 2011/12 there were 22,960 more deaths in England between the months of December 2011 to March 2012 than were observed in the non-winter months². There is strong evidence that these “excess winter deaths” are related to the cold temperatures. The numbers of deaths vary year to year, depending on the numbers of cold days and also the illnesses, such as flu, that are circulating in the population. Over the last 20 years there have been between 70 and 220 excess winter deaths each year in Derby City. These people would not have died anyway; their deaths are preventable with simple advice and referrals to agencies that can help.

In addition to the numbers of people who die, a large number of people become very ill due to the cold. There is evidence to show increases in the numbers of hospital admissions from cold-related illnesses such as cardiovascular, respiratory and infectious diseases, as the temperature falls. These contribute to the winter pressures faced by Health and Social Care services, with increased demand for beds and appointments and difficulties discharging patients. Research³ suggests that for every excess winter death there are 8 hospital admissions and 100 consultations with a GP.

Fuel Poverty is a significant factor. Many people who die or suffer poor health are unable to heat their homes adequately. This could be for a number of reasons including:

¹ Cold Weather Plan for England, 2013

² LGA Reducing Harm from cold weather: Local Government’s new public health role, 2013.

³ HINST, How to reduce the risk of seasonal excess deaths systematically in vulnerable older people to impact at population level- presented by Professor Christine Liddell at the Energy Efficiency Partnership Europe Conference in Paris in 2009



- Poor housing conditions- no heating/insulation, hard to heat homes, expensive to run old heating systems
- Rising prices for fuel
- Not claiming benefit entitlements
- Lack of awareness or knowledge of available support or not accepting help offered
- Inability to make necessary changes without support due to vulnerability

There is significant potential to make an impact. In many cases simple preventative action could avoid many of the deaths, illnesses and injuries associated with the cold. However, many of these measures need to be planned and undertaken in advance of the cold weather. It is simply too late to react once the cold weather has arrived.

There is a strong argument for a multi-disciplinary approach to reducing the wider determinants of winter deaths and illness such as inequalities, fuel poverty, energy efficiency and housing. There is strong evidence that prevention and early intervention, for example insulating homes, can save money for local authorities, as well as promoting health, wellbeing and independence⁴. A long term, strategic approach is required⁵. Success will depend on good partnership working and leadership, the ability to identify those at highest risk and the provision of practical advice and solutions.

This plan sets out the actions we will take to prepare for and respond to the cold weather in future years, bringing together communities, existing agencies and related plans and strategies.

Who is this plan for?

This plan is for all organisations and agencies, local communities and voluntary groups, families and individuals in Derby who interact with people most at risk from the cold and who can help protect people against avoidable harm to health in the cold weather.

This plan acknowledges and complements the existing strategies and plans, services, voluntary support and community work that already take place across Derby to support vulnerable individuals.

People at greater risk of harm from the cold

- Older people (over 75 years old and/or “frail” older people)
- Children under the age of 5
- People living with disabilities or long term health conditions
- People with mental ill health that reduces their ability to self-care
- People with learning difficulties
- People living in deprived circumstances
- Homeless or people sleeping rough and other marginalised groups

⁴ The Kings Fund, Improving the public’s health, 2013

⁵ DH, Making the Case: why cold weather planning is essential to health and wellbeing, 2013



Aims and objectives

The cold weather plan aims to:

- **Prevent avoidable harm to health-** keeping Derby citizens safe, warm, healthy and independent during the winter
- **Reduce winter pressures on the health and social care system**
- **Reduce fuel poverty**

Objectives:

- Work closely in partnership across the community
- Build resilience in communities
- Alert people to the negative effects of cold weather on health
- Identify and support the most vulnerable at-risk people
- Provide home energy and benefits advice
- Provide practical help for people to prepare and respond accordingly
 - Supporting those who have no heating in their homes
 - Improving the energy efficiency of homes
 - Maximising household income
 - Minimising fuel bills
- Maximise community resources and deploy effectively, targeting assistance to the most in need

Cold Weather Alert Levels

There is a growing emphasis for action to be taken at Level 0 (year round planning) and Level 1 (winter preparedness and action) of the Cold Weather Alert Levels (Figure 1).

This reflects recent findings⁶ that the cold starts to affect health at relatively moderate temperatures of between 5-8°C and days at these temperatures occur more frequently than more extreme colder temperatures, making the total burden of health effects falling on days with relatively moderate temperatures. Actions should cover the whole winter period and not just focus on the coldest days.

⁶Preliminary findings from the Department of Health commissioned evaluation of the Cold Weather Plan by the Policy Innovation Research Unit, London School of Hygiene and Tropical Medicine (PIRU, LSHTM)
October 2014



Figure 1: Cold Weather Alert Levels⁷

Level 0	Long-term planning <i>All year</i>
Level 1	Winter preparedness and action programme <i>1 November to 31 March</i>
Level 2	Severe winter weather is forecast – Alert and readiness <i>Mean temperature of 2°C and/or widespread ice and heavy snow are predicted within 48 hours, with 60% confidence.</i>
Level 3	Response to severe winter weather – Severe weather action <i>Severe winter weather is now occurring: mean temperature of 2°C or less and/or widespread ice and heavy snow.</i>
Level 4	Major incident – Emergency response <i>Central Government will declare a Level 4 alert in the event of severe or prolonged cold weather affecting sectors other than health</i>

This plan will focus on actions for Levels 0 and 1, but will reference other existing plans and arrangements already in place to address Levels 2-4.

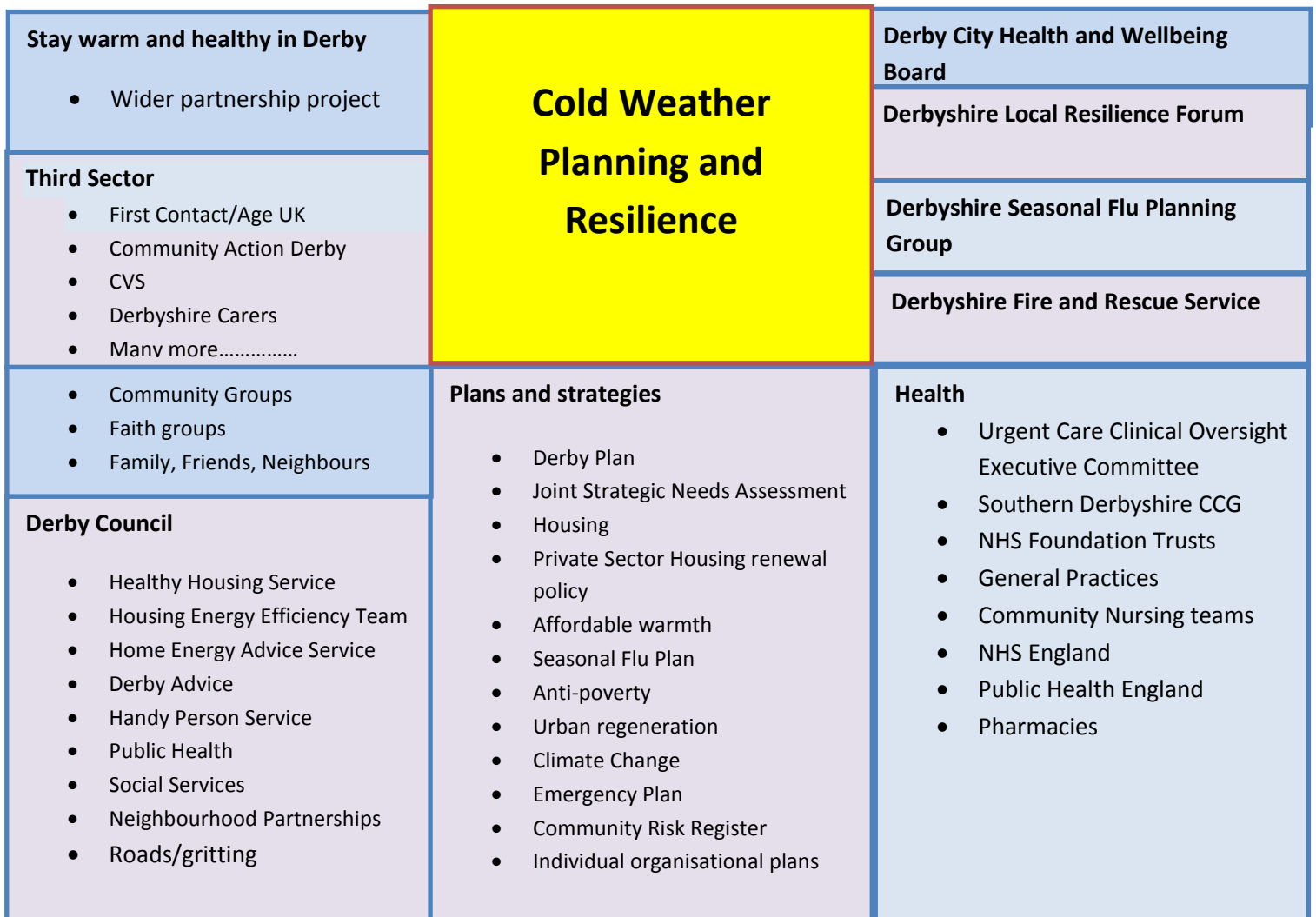
⁷ Cold Weather Plan for England, 2013



Building on what we already have in place

Figure 2 illustrates some of the existing known services and support available.

Figure 2: Services, groups and plans supporting Cold Weather Planning and Resilience in Derby City





Monitoring progress

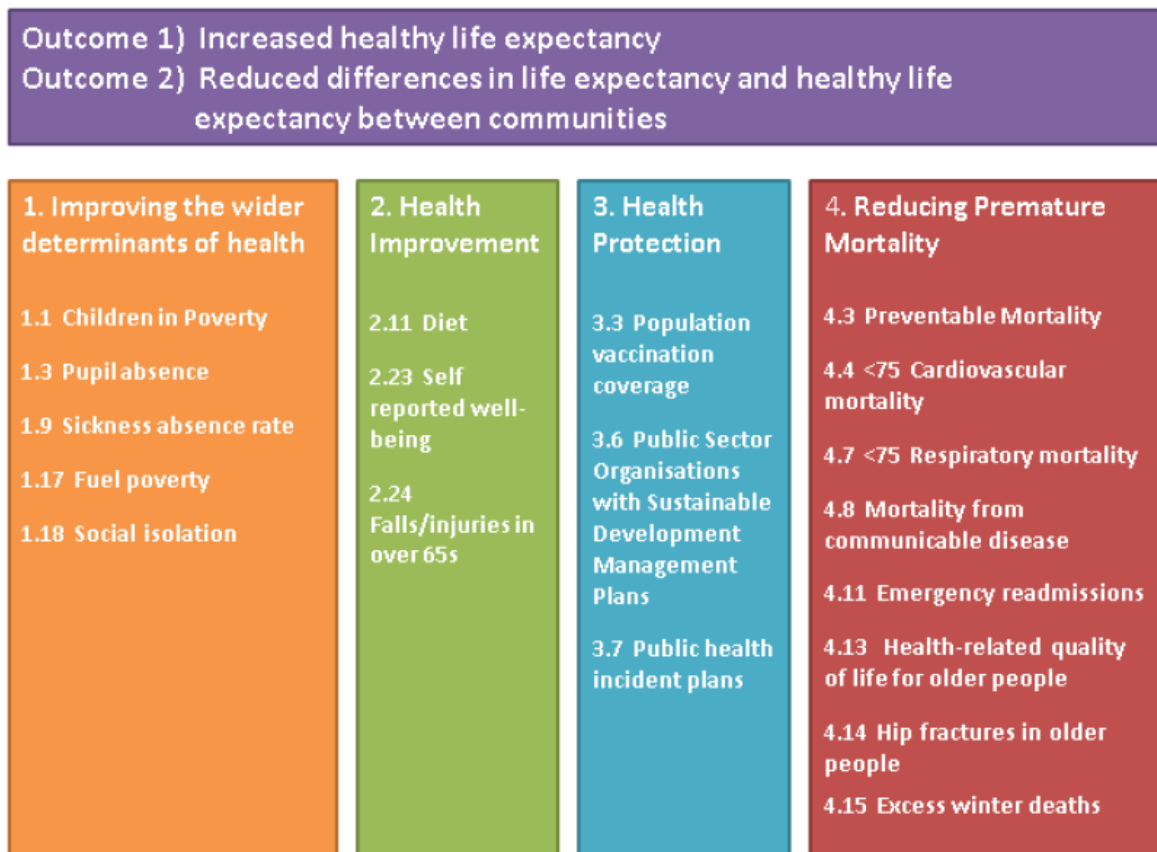
The Public Health Outcomes Framework 2013-16⁸ sets out indicators to help local authorities understand how well public health is being protected and improved. There are two indicators that are directly related to this plan:

- Number of households in Fuel Poverty
- Number of Excess Winter Deaths

Further local indicators may be agreed as part of the development of the plan.

This plan will be updated on an annual basis. An annual report will be made to the Health and Wellbeing Board reporting achievements and lessons learnt.

Figure 3: PHOF indicators linked to action to reduce harm from cold weather Source: Cold Weather Plan for England



⁸ Public Health Outcomes Framework



Cold Weather Plan - All year and Preparedness for Winter(Levels 0 and 1) 2014/15

Objectives	Key tasks	Responsible partners	Targets /outputs	Timescale
A. Establish robust planning and leadership arrangements				
1. Secure high level support for the plan 2. Identify appropriate leadership and governance arrangements	<ul style="list-style-type: none"> Secure agreement of the plan through official process as per Council Strategic Policy Framework H&WB agreement of plan Inclusion in the H&WB strategy and priorities Inclusion in JSNA Identification of senior officer champion Establish Stay Warm and Healthy Group as key steering group for plan Agree reporting and monitoring arrangements to H&WB 	H&WB Board partner organisations Partners of Stay Warm and Healthy group Public Health	Publication of the plan Endorsement recorded in minutes of H&WB Inclusion in refreshed JSNA Progress reporting to H&WB	To be confirmed Twice yearly
B. Communication and awareness				
3. Increase awareness of the effects of the cold on health 4. Provision of advice on how to mitigate effects 5. Awareness of Stay Warm and Healthy project in Winter months	<ul style="list-style-type: none"> Continue to provide information sessions and training to clients, members of the public and frontline professionals Ensure advice sheet updated and circulated Communications plan for 2014/15 	All organisations Healthy Housing team Public Health team Climate Change Team Communications lead	Communications plan agreed and implemented Media coverage Circulation of advice sheet to all frontline services and staff in all organisations	
C. Work closely in partnership across the community, with full range of statutory and voluntary organisations				
6. Identify and engage multi-agency partners	<ul style="list-style-type: none"> Map all partners Undertake mapping exercise of current and 	Stay Warm and Healthy Group	Community emergency plan to	Earliest opportunity



<p>7. Develop shared understanding of EWDs and what partners can do to reduce them</p> <p>8. Agree how each partner will contribute to local community resilience arrangements</p> <p>9. Agree arrangements to maximise service for vulnerable people</p>	<p>future contribution</p> <ul style="list-style-type: none"> • Hold stakeholder event to consult on and agree plan • Consider ways to build trust, hand holders, building relationships, intense support and advice provision for most vulnerable • Home energy advocacy and advice • Consider ways to provide practical support such as blankets/heaters, household repairs etc • Address complexity/duplication/communications • Test community plans • Consider evidence of what works well from other areas 	<p>Voluntary Organisations Community and faith groups NHS Organisations GP practices Front line professionals</p>	<p>identify and support vulnerable neighbours</p> <p>Delivery plan agreed with individual contributions</p>	
<p>D. Identify those most at risk from cold weather proactively E. Help people to prepare and respond accordingly</p>				
<p>10. Identify the most vulnerable</p> <p>11. Signpost to appropriate services within year before cold weather sets in</p> <p>12. Integrate into MECC</p> <p>13. Local joined up programme for housing, heating and insulation advice</p>	<ul style="list-style-type: none"> • Develop Healthy Housing Index • Agree plans for joined up support with consent to share information • Home Checks when visiting clients to identify need during year • Use of data sources to identify potential at risk areas for targeted support • Develop referral pathways • Develop single point of contact with First Contact • Explore role with Community Care Co-ordinators • Quality assure advice and support to ensure 	<p>All partners in touch with vulnerable groups Frontline professionals Stay Warm and Healthy Group Climate Change Team's Home Energy Advice Service</p>	<p>Signposting/referrals in year to services offering support, advice and practical help. Single point of contact in place</p>	



	<p>joined up and consistent high quality advice from all providers</p> <ul style="list-style-type: none"> • Healthy Housing Hub • Home energy and benefit advice provision 			
F. Keep people warm and healthy during winter				
<p>14. Provide practical support to those most at risk including emergency heaters, blankets etc when appropriate as part of Stay Warm and Healthy provision</p> <p>15. Hospitals and Care Homes to ensure rooms kept to appropriate temperatures</p> <p>16. Seasonal flu vaccination campaigns for at risk groups and frontline staff, carers</p>	<ul style="list-style-type: none"> • Ensure alert system in place • All individual organisations to have own business continuity plans with plans to address winter surges in demand • All individual organisations to ensure the promotion and availability of influenza vaccination to frontline staff 	<p>All partners who have agreed practical support measures</p> <p>NHS in-patient providers and Care Homes.</p> <p>Seasonal Flu implementation group</p>	<p>Testing of alert system</p> <p>Yearly reporting of organisational seasonal flu vaccination uptake rates</p>	
G. Deploy resources effectively				
<p>17. Identify risks to system and health impact of reduced resources</p> <p>18. Identify new resource opportunities as they arise to address identified gaps in service provision</p> <p>19. Explore investment from other sectors of the community e.g. NHS e.g. invest to save/ integrated care</p> <p>20. Monitor progress</p>	<ul style="list-style-type: none"> • Gap analysis with resource implications • Complete bids for funding where available • Establish baseline to monitor progress for agreed outputs • Develop business case for investment to provide more practical support and intense advice • Undertake lessons learnt review from Winter 2014 and each subsequent winter period 	<p>Healthy Housing Service</p> <p>Stay Warm and Healthy group</p> <p>Public Health</p>	<p>Baseline and on-going monitoring report</p> <p>Public Health Outcomes Framework indicators</p> <p>Numbers of excess Winter Deaths</p> <p>Lessons learnt report and action plan</p>	



Next Steps

In order to successfully implement this plan support is required from leaders across the city.

It is recommended that:

- Endorsement is obtained from the Derby City Health and Wellbeing Board and commitment is obtained from multi-agency partners.
- A senior officer champion is identified.
- The Stay Warm and Healthy group are nominated to coordinate the delivery of the plan, linking with the Champion, and reporting progress to the Health and Wellbeing Board twice yearly.
- Community Groups are mobilised to support vulnerable groups for winter2014/15.

References

Derby City Council, Climate Change Strategy, <http://www.derby.gov.uk/environment-and-planning/climate-change-and-energy-management/climate-change-strategy/>

Department of Health, Health Inequalities National Support Team, How to reduce the risk of seasonal excess deaths systematically in vulnerable older people to impact at population level, 2010, Available at: <http://pbcc.files.wordpress.com/2012/02/ref-11-seasonal-access-deaths.pdf>

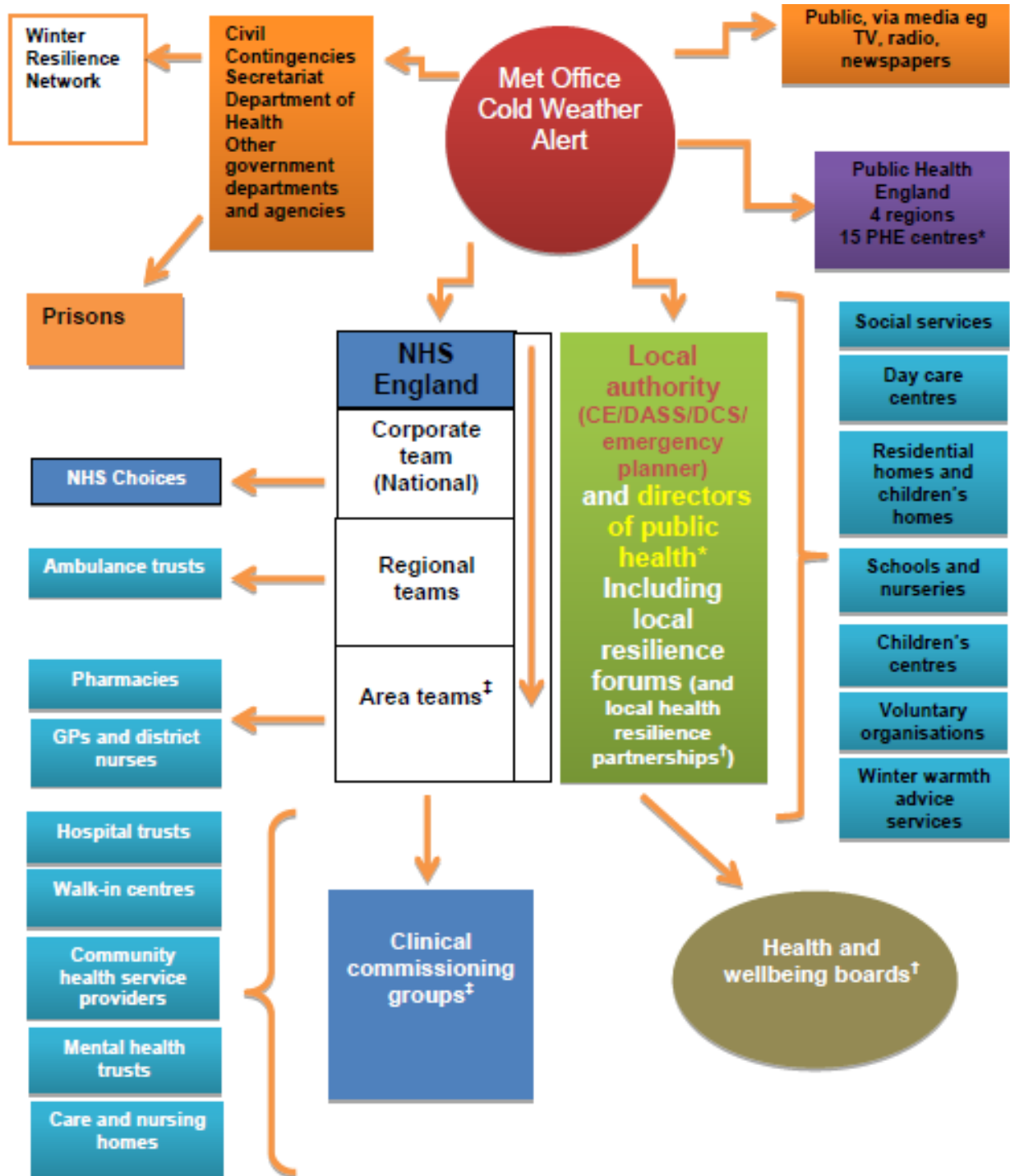
Local Government Association, Reducing harm from cold weather- Local government's new public health role, 2013, available at http://www.local.gov.uk/publications/-/journal_content/56/10180/5707983/PUBLICATION

Public Health England, 2013, The Cold Weather plan for England 2013 – Protecting health and reducing harm from cold weather. Available at: https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/252838/Cold_Weather_Plan_2013_final.pdf

Public Health England, 2013, Cold Weather Plan for England- Making the case: why long-term strategic planning for cold weather is essential to health and wellbeing. Available at: <https://www.gov.uk/government/publications/cold-weather-plan-for-england-2013>



Appendix A: Typical cascade for cold weather alerts (Source Cold Weather plan for England)



Notes:

† NHS England area teams and CCGs should work collaboratively to ensure that between them they have a cascade mechanism for cold weather alerts to all providers of NHS commissioned care both in business as usual hours and the out-of-hours period in their area.



Appendix B: Information for front line professionals (2013/14)



Derby City Council

Winter - Spot the signs of a cold home, it may save a life.

Information for front line Health and Social Care professionals working in Derby City

During the winter people in Derby City die as a result of being too cold in their own home. These deaths are not from hypothermia but from sitting or sleeping in cold rooms which causes existing medical conditions to get much worse.

These people would not have died anyway; these deaths are preventable with simple advice and referrals to agencies that can help.

Direct effects of cold weather include an increase in heart attacks and stroke, respiratory disease and Influenza, falls and injuries and hypothermia. Other indirect effects include mental illnesses such as depression and carbon monoxide poisoning from poorly maintained or ventilated boilers, cooking and heating appliances.

People at greater risk of harm from the cold

- Older people (over 75 years old and/or "frail" older people)
- Children under the age of 5
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- People with learning difficulties
- People living in deprived circumstances
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Spotting the signs of a cold home

- It feels cold in the house - do you keep a coat on when you visit this house?
- Damp patches? Condensation? Draughts? Blocked vents?
- No (or not using) central heating
- Safety issues – overloaded sockets, exposed wires, drying clothes on portable heaters and putting furnishings too close to the heat source. Is there a risk of carbon monoxide poisoning?
- Wearing lots of clothes indoors
- Heating just one room in the house
- Struggling to keep warm - are there blankets or hot water bottles by the chair they sit in? Fighting the cold - are the curtains closed through the day?
- Poor eating habits? Mobility problems? Difficulty using hands?
- Breathing problems

What you can do

- Identify those at risk on your caseload and make changes to care plans for high risk groups to reduce the risk from cold weather
- Identify those using unorthodox ways of keeping warm, which could increase the risk of fire in the home.
- Check the client's room temperature when visiting and ensure that they have at least one room which meets recommended room temperatures.
- Remind clients of the actions they can take to protect themselves against the cold e.g. clothing, warm food, drinks, exercise (within the context of their care plan)
- Continue to refer or signpost those at risk to other services (see below)
- Encourage clients in at risk groups to have a flu jab
- Be familiar with the Cold Weather Plan for England and the suggested Action card for front line professionals (link below) and your own organisational plan.
- Be aware of the risks, signs and symptoms of carbon monoxide poisoning



Give Key Health Messages

- Get your flu jab if you are in an at risk group
- Keep your house warm, efficiently and safely – your living room should be 21°C (70°F) and your bedroom heated to 18°C (65°F)
- Keep in the warmth (draughts, insulation, draw the curtains etc.)
- Look after yourself- eating hot meals, hot drinks, wearing lots of thin layers, stock up on food and medication in bad weather
- Heating and cooking appliances should be properly maintained – don't use the oven or gas cooker to heat your home – you risk carbon monoxide poisoning. Always use a fire guard to protect an open fire against flying sparks.
- Look after others – older relatives, friends and neighbours
- Get financial support – you may be eligible for grants, benefits and sources of advice to make your home more energy efficient or help to pay the bills

Who can help those in your care?

Stay Warm and Healthy in Derby 01332 640337 (winter programme line)
– a wider partnership project led by Derby City Council that helps local vulnerable people who are struggling to keep warm and heat their homes by offering advice, practical support and/or assistance in improving or repairing home heating systems.

Derby City Council Healthy Housing Service (all year around) receives referrals from any health and care workers for people whose housing conditions may be harming their health; offers advice, practical support and/or assistance in adapting or repairing the home.

Telephone: 01332 640163 Email – healthyhousing@derby.gov.uk

Web - <http://www.derby.gov.uk/health-and-social-care/health-medical-advice/healthy-housing-service/#page-contact-details>

Derby City Council Home Energy Advice Service gives information and advice about how to save energy, keep warm, and latest advice on the latest home energy grants and discount schemes. Telephone: 01332 640810 e-mail: energy.adviceteam@derby.gov.uk Web:

www.derby.gov.uk/homeenergyadvice

Age UK (Derby and Derbyshire) provide a range of services for the older community across Derby and Derbyshire. Telephone: 01332 343232 Email:

derbyadmin@ageukderby.org.uk <http://www.ageuk.org.uk/derbyandderbyshire/>

Derbyshire Fire and Rescue Service offer home safety checks where it is known that there is a higher risk of fire, primarily the more vulnerable groups in the community <http://www.derbyshire.gov.uk/keeping-safe/home-fire-safety-check>

Information

'Keep Warm Keep Well' leaflet <https://www.gov.uk/government/publications/keep-warm-keep-well-leaflet-gives-advice-on-staying-healthy-in-cold-weather>

Age UK "Winter Wrapped Up" <http://www.ageuk.org.uk/health-wellbeing/keeping-your-body-healthy/winter-wrapped-up/>

Met Office "Get ready for Winter" <http://www.metoffice.gov.uk/learning/get-ready-for-winter>

Cold Weather Plan for England 2013 and Action Cards for cold weather alert service for:

Individuals, Community and Voluntary Sector, Frontline staff, provider organisations and commissioners <https://www.gov.uk/government/publications/cold-weather-plan-for-england-2013>

'Stay Warm + Healthy in Derby' leaflet

<http://www.derby.gov.uk/media/intranet/documents/transformation/adultshealthandhousing/housing/Stay%20warm%20and%20healthy%20flier%20Oct%202013.pdf>

Derbyshire Fire and Rescue Service 'Cold Weather at Home' Safety advice to prevent fires, deaths and injuries and preparing for cold weather at home can be found at <http://www.derbyshire.gov.uk/keeping-safe/cold-weather-at-home>