

## Nottingham City Council

### Healthy Communities: Community Public Health Programme

#### 1) Introduction

*Healthy Communities* is one of four Consultant in Public Health led portfolios within the PH function at Nottingham City Council (alongside Health Improvement, Inclusion Health, Health Protection / Health Intelligence). Strategy, Public Health governance and Health in All policies are cross cutting and sit alongside these portfolios led by a senior manager. *Healthy Communities* is a new portfolio – established in January 2023.

The *Healthy Communities* portfolio brings together a number of public health work streams that focus on systems and structures that support, enable and empower for health and wellbeing. This ranges from our health and care systems' impact on population health through to recognising the influence of the economic, social and community environment. Health is both a product of and a resource for a flourishing city, recognised in the 2023 [Strategic Council Plan](#) with the aspiration for Nottingham to be 'Healthy, Safe, Clean, Green, Proud and Ambitious'

*Healthy Communities* includes responsibility for;

- Developing a community facing public health function
- Providing a strategic link with NCC growth/economic development – including PH lead for the Devolution work programme on employment and skills, and public health input to 'work and health'
- Healthcare Public Health, including advice at System and Trust level, including social value benefits of anchor institutions and population health priorities

This paper seeks to set out in more detail the purpose/vision and proposed approach for the first of these responsibilities, building on the legacy of a range of community-focussed public health work.

#### 2) Vision/Purpose

Given the context described below of multiple opportunities to work to support the community and neighbourhood infrastructure for health, there is an ambition to bring together these different strands of public health focus at community level into a planned, cohesive and sustainable programme of work. The following overarching vision and purpose are proposed:

#### **Vision**

Nottingham's communities are informed, connected and empowered in order to challenge widening and persistent health inequalities so that community action for health is strengthened, and community voice is evident in public health strategy, intelligence, commissioning and partnerships.

## The Community Public Health Programme will...

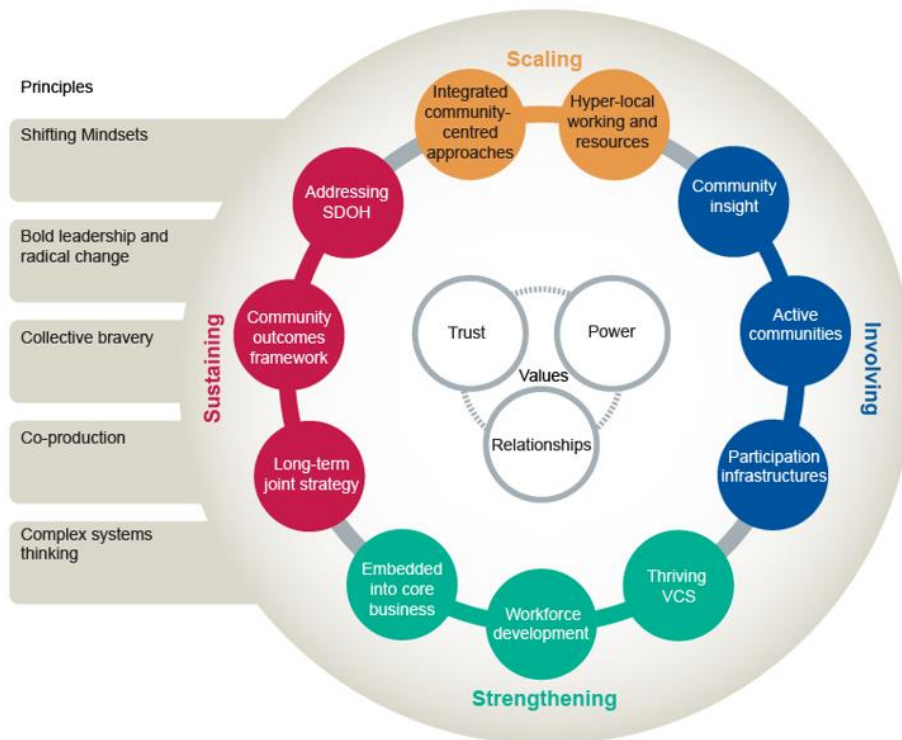
- ensure resources are used to have greatest impact in line with NCC's commitment to Best Value
- prompt community level activity building on community assets and strengths
- build community capacity and skills related to health
- support better understanding of both the drivers of health inequalities and opportunities to improve health in the diverse communities of Nottingham;
- help inform public health priorities and actions so they are most likely to drive positive change in health and wellbeing outcomes and reduce inequalities in Nottingham's communities.
- improve the reach and impact of public health interventions, making best use of resource
- ensure a visible and active contribution to partnerships at a neighbourhood level with a focus on public health

## Principles of the Community Public Health Programme

- Focus on community level activity and infrastructure
- Work as community partners with an ethos of mutual respect
- Aim to build better understanding of community experience and priorities
- Support community empowerment for health
- Focus on reducing health inequalities and identifying opportunities for prevention
- Take public health evidence and strategic priorities into account
- Build on and enhance the existing assets within communities – understanding the local context and infrastructure
- Incorporate principles of *Best Value* ( effective, economic and efficient use of resource)
- Interface effectively with all other Public Health portfolios: Health Improvement, Health Inclusion, Health Intelligence, Health Protection and Health in All Policies
- Collaborate at community and neighbourhood level with partner organisations

### 3) Background

Community is defined as a group of people joined together by a common interest, characteristics or experience. This could include geographical location, race, age, faith or health need. A focus on public health at community or neighbourhood level is not a new concept. A wide range of public health literature focusses on the value of strengthening and empowering communities to build social support, social capital and advocacy for health (See Appendix 1). A useful illustration to show the range of ways of working with communities is described here [“Community-centred public health: taking a whole system approach”](#) and summarised in the diagram below ( fig.1). This describes the many different approaches that can be taken to build community empowerment and the underpinning principles and values.



The Nottingham City Joint Health and Wellbeing Strategy includes reference to the ‘rainbow’ of influences on health (fig 2), moving from individual level and behavioural factors out to wider societal determinants. The focus of this programme of work will be at the level of *social and community networks*, building on the community response to the COVID 19 pandemic and responding to evidence of health inequalities experienced in Nottingham as described in our [Joint Strategic Needs Assessment](#).



Whilst this portfolio is newly established within the public health function the *Community Public Health* aspect builds on two areas of existing activity ‘in-house’, plus a history of public health grant support to neighbourhood working and VCS infrastructure, and a developing partnership landscape supportive of greater community empowerment for health. As described below these provide a number of

opportunities to build on and coordinate current approaches which focus on strengthening community capital for health.

a) Community (Vaccine) Champions

NCC received funding of £485,000 in December 2021 to enable the delivery of a Community Vaccine Champions programme, utilising the voice and influence of volunteer peers within communities to encourage Covid-19 vaccination uptake. To date over 70 community champions have been recruited and over 200 community projects/initiatives funded. This activity has been delivered by 1fte Senior Public Health Manager and 2fte Public Health Managers, and are currently benefiting from additional project support via the casual pool. The skills of this staff team are rooted in community development and neighbourhood working. Strategic oversight of the programme was provided by a partnership steering group including NHS and Voluntary sector partners and a formal independent evaluation of the funded programme is being carried out. It has been agreed that unspent grant funding (circa £80k) can be carried forward into this current financial year (23/24) and has enabled continuation of activity to support small scale community activities.

b) Health and Wellbeing Hubs

Since April 2022 a team of people have been offering the chance to talk about health at a wide range of community venues, events and public places, offering information and signposting to services. This is short term COMF funded activity, delivered across Nottingham and Nottinghamshire. It utilises the staffing resource and other physical assets (e.g. vehicles) that were previously used to deliver an asymptomatic COVID-19 testing service. Retaining this resource/skills in case of the need to stand back up COVID-19 testing was a consideration in the original business case. The service is entirely delivered by agency staff (contracted by Nottinghamshire County). An evaluation of this activity is currently being undertaken and it has been agreed that this provision will end at the end of June 2023 in line with the decision by Nottinghamshire County.

c) Resident development/neighbourhood working

A network of officers working at neighbourhood level with a 'resident focus' work across the City, organised into three distinct areas. This team is part funded by the Public Health grant, in recognition of the value of public health priorities informing their roles and activity. There is scope for stronger partnership working and a clearer line between public health priorities and the local partnerships they coordinate, as well as ensuring they are connected to health and care services.

d) Voluntary sector grants

Nottingham City Council support voluntary sector infrastructure and community sector activity through a programme of grants, some directly administered by the Local Authority and others brokered by community lead organisations. There is a contribution from the public health grant to this fund to support public health priorities. This process is under review by an independent third sector organisation and an overarching project group. How public health priorities influence the activity to

focus on reducing health inequalities will be a key part of this review and form part of the work for *Community Public Health*

e) Community Empowerment –Executive priority of Nottingham Place Based Partnership

Within the Integrated Care System there is a growing infrastructure at neighbourhood level, building up from the Primary Care Networks into 4 locality teams across the City. The network of social prescribers (linked to primary care), and community connectors/local area coordinators (preventative model within adult social care) focus on a personalised care approach to build social support for health and wellbeing. These mostly operate at individual level. The ambition of the place based partnership is to build towards *community empowerment for health*. Public Health are a key partner in developing this thinking and supporting integrated working at neighbourhood and community level.

f) Greater focus on diverse public engagement across public sector partners

The local Voluntary/Community Sector Alliance is being established and aims to strengthen the voice of community organisations within the Integrated Care System. The newly established Partners Assembly, linked to the Integrated Care Partnership, as part of the ICS, brings together a wide range of partners with an interest in health and care. All public sector partners speak of better engagement, representation and ambitions for co-production. Lessons from the COVID pandemic of the capacity of communities to respond to local needs were evident if adequately supported, as well as the gaps in how our organisations understood some of our communities. The Place Based Partnership also convene a Race Equality Partnership programme team and have developed a maturity matrix assessment which seeks to improve the cultural competence and responsiveness of the PBP partners.

#### 4) Community Public Health Programme Team

In order to take forward this work programme and bring together these different strands into a coherent programme a public health staff resource is needed. All team members will demonstrate the Nottingham City Council expected behaviours and leadership within their role. The programme will be led by a **Consultant in Public Health** who also has oversight of the other aspects of the Healthy Communities Portfolio and will provide line management to the Senior Public Health Manager, Professional leadership to the team and overview of the budget/resource.

**The Senior Public Health Manager (K)** provides team line management, budget management and leads the development of the Volunteer Community Champions Programme as it moves on from a focus on COVID vaccination, and ensuring the learning from the evaluation is taken into account. They will liaise with other public health portfolios and partner organisations to ensure the community champions programme develops to have most impact and challenge health inequalities. They will advocate for and enable community perspectives to be brought into public health work and the work of wider health and care partners. They will collaborate with system partners to develop the NCC grants programme so that the public health grant contribution is used efficiently, appropriately and effectively.

**Two Public Health Managers (I)** will manage the community champions programme, working with community groups and individual volunteers to build opportunities for community action, ensuring volunteers are recruited, trained, supported and well informed. They will have the policies and procedures in place that ensure the programme is safe, effective and reaches communities experiencing health inequalities.

They will work to understand the learning from the Health and Wellbeing Hubs in developing a sustainable public health offer that will support public conversations and opportunistic engagement relevant to public health priorities.

They will use experience in community development and neighbourhood working and liaise with other parts of the public health division to identify opportunities for matrix working on shared priorities and increasing community voice in public health work.

They will manage a funding pot of small grants to support community activity in line with public health priorities and will support evaluating these activities and sharing good practice.

They will oversee and shape the work of the Public Health Practitioners.

They will further develop professional public health skills aligned to the public health knowledge and skills framework.

#### **Four Public Health Practitioners (G)**

Public Health Practitioners will work within locality/neighbourhood structures and partnerships to bring public health priorities closer to communities, incorporating specific actions in locality action plans in line with the Health and Wellbeing Strategy.

They will support public health colleagues build community perspectives into their portfolio areas by ensuring communities' views and experiences are gathered and shared effectively. They will support volunteers and community groups to develop activities and resources that build community understanding of health and increase the impact of community voice.

They will work to community and partner strengths to find creative approaches to building community capacity for health and prevention. They will help build a shared resource that supports good practice in health activities at local level

The PH practitioners will also work to support engagement with communities experiencing health inequalities, either through connecting with key local workers, through links to local community groups or by working directly with communities. Their focus will be on strengthening *community* action for health rather than at individual level.

As a team they will work together to ensure that they cover the different localities and neighbourhoods, so they can get to know areas and local communities well, but they may also develop different areas of focus with communities of identity. They will work closely with other colleagues who have experience of engagement eg with inclusion health groups, service user groups or groups by age.

They will develop professional public health skills aligned to the public health knowledge and skills framework at practitioner level.

### **Community Public Health Sessional staff**

At present the Health and Wellbeing Hub team offer opportunistic conversations about health, health care and community services and signposting to services where appropriate. They are present at a mixture of public places and community events and have built a resource of relevant signposting material and have undertaken training and quality oversight. Although not yet formally evaluated there is anecdotal evidence that some people value the chance to have open conversations about health in these public and community settings and hear about ways of accessing services they may not know otherwise. This model of delivery has shown how a flexible and trained workforce who are able to support community activities, bring up to date health information, and support unstructured conversations has been of value. This scale of delivery model is not sustainably funded and delivery will end at the end of June 2023 in line with Nottinghamshire County.

The Community Vaccine Champions programme has enabled a small group of public health staff to work with local volunteers and be more visible at community events happening across the city at neighbourhood level and at some larger city-wide events.

Building on the learning from these initiatives and maximise opportunities for public health engagement it is proposed to develop a small casual pool of staff who can be trained to support community and public events with interactive public health activities that prompt and capture community conversations. Development of this sessional pool and the equipment needed to support this activity will be led by the Public Health Managers.

### **Health and Wellbeing Community Champions (volunteers)**

The value of strengthening community action and community skills through a volunteer programme has enabled NCC Public Health to link with diverse communities to prompt dialogue on a wider range of health topics than originally anticipated. The potential for continuing to work with the volunteers as Health and Wellbeing Champions, focussed on improving two way communication on the themes of the Health and Wellbeing Strategy is becoming clear. There are benefits for the volunteers in building skills, knowledge and experience and providing opportunities for them to contribute community voice to a wide range of public health and health partnerships, as well as far more direct engagement with communities and neighbourhoods of Nottingham. The engagement with small, local groups to develop activities, projects and events, enabled by small grants and public health support, has helped build the pool of community champions and increase their activity at community level. Volunteers either become involved as individuals or jointly as members of community groups. There is also value in considering a third option where groups who are active at community level in health and wellbeing can link to the Community Champions programme without signing up individual

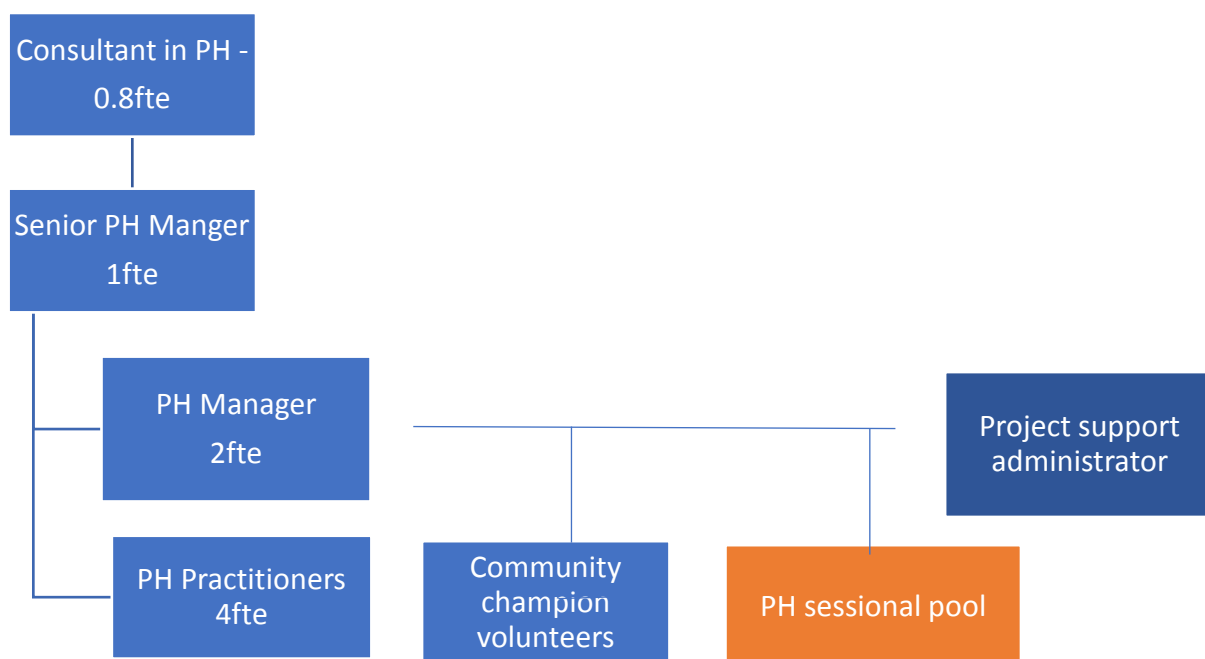
volunteers-this would need further exploration to ensure it doesn't overlap with the newly convened VCS Alliance.

The Health and Wellbeing Community Champions will be recruited, trained and supported to develop their role in line with the menu of opportunities, and within a supportive policy framework. They will have access to a volunteer tool kit and will collaborate with the public health team to identify or develop resources to support their activities.

### Volunteer administration

Since taking on the recruitment and on-boarding of community champions from NCVS it has become clear that the large group of volunteers requires a number of administrative tasks. At present this support is provided by a member of the Nottingham City casual pool on a temporary basis. It is proposed that this role be extended in order to effectively implement the new Assemble system and explore how to take on the remaining administrative tasks from NCVS, such as DBS checks and volunteer expenses

### Proposed Team Structure



## 5) Interdependencies / relationship

### a) Wider public health team

- The healthy communities team will work with reference to the priorities of the Health and Wellbeing Strategy
- The team will link across the other portfolios to understand where a community public health approach could support priorities or where community perspectives can inform delivery, commissioning or needs assessment.



- The role of the community public health programme will develop to identify themes that will meet both community and public health priorities

b) Residents development

- 3 x area partnerships have been established – each with a health and wellbeing sub-group identifying priorities and local actions.
- The team will identify a primary link for each of these areas based on geographical neighbourhoods to support translating public health insight to be relevant to community partners
- This will also require the community public health team to liaise with the wider public health team to share community insight and opportunities for bringing a community perspective to other portfolios
- A process will be developed to support this two way communication
- These local partnerships will support multiagency working beyond the Council or health services ( eg with police or fire service colleagues)

c) NHS Locality team (PCNs)

- The Integrated Care System is organised into Place ( Nottingham City) and then at more local level into groupings of GP practices called Primary Care Networks. In Nottingham these 'PCN's are grouped at present into four areas. Each PH practitioner will be aligned to one of these areas and linked with a PCN development manager. They will support connecting local community NHS and Social Care activity with Public Health priorities and neighbourhood partnership structures. This will be a new way of working for colleagues from within Public Health and will regularly review how these roles best work
- The Community Public Health Programme practitioners will work in line with the PBP ambitions for 'Community Empowerment for Health' and will foster stronger relationships between the wider Public Health Function and local partnership structures.

d) NCVS and CVS partnership structures

NCVS are partners in the PBP Community Empowerment programme and have been involved in the establishment of the Community Champions programme. The relationship with organisations at community level on a partnership basis differs from when services are commissioned as local providers, but this distinction would be important to clarify.

e) Integrated Community Teams Development

The Community Public Health function is a relatively small resource compared to the health and care workforce working in community and primary care services, or as community delivery of secondary care services. However Public Health will contribute as a key partner to developments to support services respond holistically to local needs

and will share learning from the model of opportunistic health conversations facilitated by the Health and Wellbeing Hub Team.

f) Wider Council Services

The Community Public Health team may also engage with partners from across the range of council services to support health improvement at community level, depending on local needs and context, for example in housing or environmental health.

6) Budget and resource implications

In order to deliver the community public health programme a request for budget allocation from the public health grant is presented to the Public Health Programme Board for the elements of the programme other than core staffing. This equates to maximum £125,000 PA. (NB Core staffing costs have been agreed or are being considered in separate Staffing Decision processes.)

Volunteer programme costs (including DBS/expenses/comms budget)	£25,000
Small community grants to prompt volunteer/community activity in line with Health and Wellbeing Strategy – 25 plus projects per year (max £1-2,000 per grant)	£50,000
Health promotion resources to support interactive community activity in 23/24 and then a smaller annual maintenance pot	£10,000
Training and development opportunities for volunteers and sessional staff (inc quarterly network events)	£15,000
Sessional support to community events and activities (calculated at up to 4 staff per event at up to 52 events per year)	£25,000
<b>Total</b>	<b>£125,000</b>

7) Key activities over the next 12 months

**Develop programme structure:**

- Demonstrate sustainable model of support and development for Health and Wellbeing Community Champion programme
- Support independent evaluation of Community Champions programme and develop programme in light of learning
- Recruitment to vacant PH Practitioner posts
- Define scale and delivery model of Public Health Sessional pool
- Clear structures, roles and responsibilities for each member of the function agreed and understood
- Induction programme for G-grades / workforce development plan for wider function (additional PH training)
- Clarity re budget requirements (over and above staffing) – inc ongoing approach to very small grants.

**Demonstrate Community Public Health contribution to other public health portfolio priorities such as**

- Strategy development
- Building community intelligence and research capacity
- Involvement in co-production and commissioning priorities
- Prompting community activity on public health priorities

**Relationship with wider Council:**

- SLA with Resident Development agreed (currently £50k per annum contribution to this service)
- Clearly defined priorities for each of the 3 x health and wellbeing partnerships with an associated action plan (referencing JHWS delivery plans)
- Agreed corporate approach to VCS grants agreed with appropriate PH input/outcomes (currently £328k per annum contribution – circa 26% of budget)

**Relationship with wider System:**

- Public Health integral part of the Community Empowerment ambition of the PBP and engaged with the development of Integrated Community Services

7.1 Milestones

6 months – end of Sep 23	9 months – end of Nov 23	12 months – end of March 24
Completed evaluation of CC CC training and processes all delivered by NCC Recruitment of PH practitioner posts Design PH sessional pool resource SLA with Residents Development agreed Mapping of reach of Community Champions programme	PH practitioners active in local partnerships Evidence CC volunteers active, engaged and supported. Sustainable model of PH sessional pool implemented. Small grant programme allocation using CVC funding complete. PH effective in shaping development of integrated community models of working and community empowerment	New model of NCC grant funding developed that meets requirements of PH grant  All aspects of PH work can identify how community perspectives are included  Plan for community leadership in the next HWB Strategy

June 2023

### Community Public Health-useful links

- Kings Fund 'explainer' [Communities and health | The King's Fund \(kingsfund.org.uk\)](https://www.kingsfund.org.uk/communities-and-health)
- Kings Fund reading list

<https://koha.kingsfund.org.uk/cgi-bin/koha/opac-shelves.pl?op=view&shelfnumber=127&sortfield=copyrightdate:desc>

- [Public Health Skills and Knowledge Framework 2016 \(publishing.service.gov.uk\)](https://www.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/48422/public-health-skills-and-knowledge-framework-2016.pdf)
- [LadderOfParticipation.pdf \(thinklocalactpersonal.org.uk\)](https://www.thinklocalactpersonal.org.uk/ladder-of-participation)
- [Community-centred public health: Taking a whole-system approach \(publishing.service.gov.uk\)](https://www.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/48422/community-centred-public-health-taking-a-whole-system-approach.pdf)
- [AssetBasedCommunityDevelopmentAReviewOfCurrentEvidencePV-SOUTH.pdf \(leedsbeckett.ac.uk\)](https://www.leedsbeckett.ac.uk/research/asset-based-community-development-a-review-of-current-evidence-pv-south)