

Manchester City Council Report for Resolution

Report to: Executive – 22 July 2022

Subject: Community Development in Manchester

Report of: Director of Public Health

Summary

Good community development approaches are essential to involving local residents and communities in the development and the delivery of Manchester's Building Back Fairer action plan. The service that provides community development workers, is currently commissioned from an external provider, until 31 December 2022. The provider has been notified that the contract will not be renewed past this date. From 1 January 2023, it is proposed that community development service is brought in house and provided by MCC Neighbourhoods Directorate. This report explains the context and rationale for the proposal and provides information on the current and proposed delivery of community development in Manchester.

Recommendations

The Executive is recommended to:

1. Approve the Key Decision regarding the delivery of a Community Development service within the MCC Neighbourhoods Directorate when the current contract with GMMH for the Buzz Health and Wellbeing service ends on 31 December 2022.
 2. Agree that the current funding for the community development element of the Buzz service (£1 million in total, including staffing costs of £850k) will fund the community development service in the MCC Neighbourhoods Directorate.
 3. Agree that GMMH staff currently delivering the Buzz Neighbourhood Health and Wellbeing (community development) function, who are eligible for TUPE, will transfer from GMMH to the MCC Neighbourhoods Directorate to form part of the new community development service, from 1 January 2023.
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Wards Affected: All

Environmental Impact Assessment - the impact of the issues addressed in this report on achieving the zero-carbon target for the city

<i>No impact</i>

Equality, Diversity and Inclusion - the impact of the issues addressed in this report in meeting our Public Sector Equality Duty and broader equality commitments

An EqIA will be taken as part of the development of the new approach with a view to strengthening the equalities and inclusion approach and improving outcomes for different protected or disadvantaged groups.

Manchester Strategy outcomes	Summary of how this report aligns to the OMS/Contribution to the Strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	<i>The approach will contribute to the delivery of Building Back Fairer in Manchester which is strongly aligned with the Manchester Strategy outcomes</i>
A highly skilled city: world class and home grown talent sustaining the city's economic success	<i>As above</i>
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	<i>As above</i>
A liveable and low carbon city: a destination of choice to live, visit, work	<i>As above</i>
A connected city: world class infrastructure and connectivity to drive growth	<i>As above</i>

Full details are in the body of the report, along with any implications for:

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

N/A

Financial Consequences – Capital

N/A

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Background documents (available for public inspection): None

1.0 Introduction

- 1.1 Manchester City Council (MCC) currently has a contract with Greater Manchester Mental Health (GMMH) Foundation Trust, to deliver the Buzz neighbourhood health and wellbeing service (the service has two elements - community development and knowledge and information). The contract with GMMH will expire on 31 December 2022.
- 1.2 A proposal to develop and deliver a community development service within the MCC Neighbourhoods Directorate to support the delivery of Manchester's Marmot Tackling Health Inequalities Action Plan (Building Back Fairer) was approved by Senior Management Team (SMT) on 31 May 2022. A Key Decision report was supported by SMT on 28 June 2022, and further comments were noted, which are addressed in this report.
- 1.3 This report will provide the Executive with further information on the context for the changes to community development in support of Building Back Fairer in Manchester, including Population Health Covid Recovery workstreams, to inform the request to approve the Key Decision.

2.0 Manchester's Marmot Tackling Health Inequalities Action Plan – Building Back Fairer

- 2.1 In June 2021 the UCL Institute of Health Equity (IHE) - the leading global institute on health inequalities led by Professor Sir Michael Marmot - published 'Build Back Fairer in Greater Manchester: Health Equity and Dignified Lives'. This report, commissioned by the Greater Manchester Health and Social Care Partnership, provides a framework for how Greater Manchester can permanently reduce health inequalities in the aftermath of the pandemic, with a focus on the social determinants of health: the conditions in which people are born, grow, live, work and age.
- 2.2 For many years the health of people in Manchester has generally been worse than the England average across a range of outcome measures, with noticeable differences between the more and the less deprived areas within the city. A worsening of health outcomes in Manchester was starting to become apparent in the years prior to the start of the Coronavirus (COVID-19) pandemic in 2020 - improvements in all-cause mortality had stalled and had returned to the levels seen 10 years previously. The Covid-19 pandemic has had the effect of accelerating and strengthening pre-existing inequalities and trends. Interventions that support individuals can only mitigate to a certain extent – action to address the root causes of health inequalities within society and communities will have a greater effect overall.
- 2.3 Building Back Fairer – Tackling Health Inequalities in Manchester 2022-27 describes the actions that the city will take to reduce inequalities, with a focus on the social determinants of health. It has been produced by Manchester's Marmot Health Inequalities Task Group along with insights from trusted organisations that represent or work with people with lived experience of health inequalities, who tend to be marginalised or seldom heard. Engagement of the workforce and services across the social determinants of health, and

ongoing community and resident involvement will be critical to developing the detail and successful delivery of the plan.

The plan has been endorsed by the Health and Wellbeing Board and progress on delivery of actions will come back to a future meeting of the Executive, but the themes are summarised in the framework below.

Figure 1: Manchester's Framework for Building Back Fairer



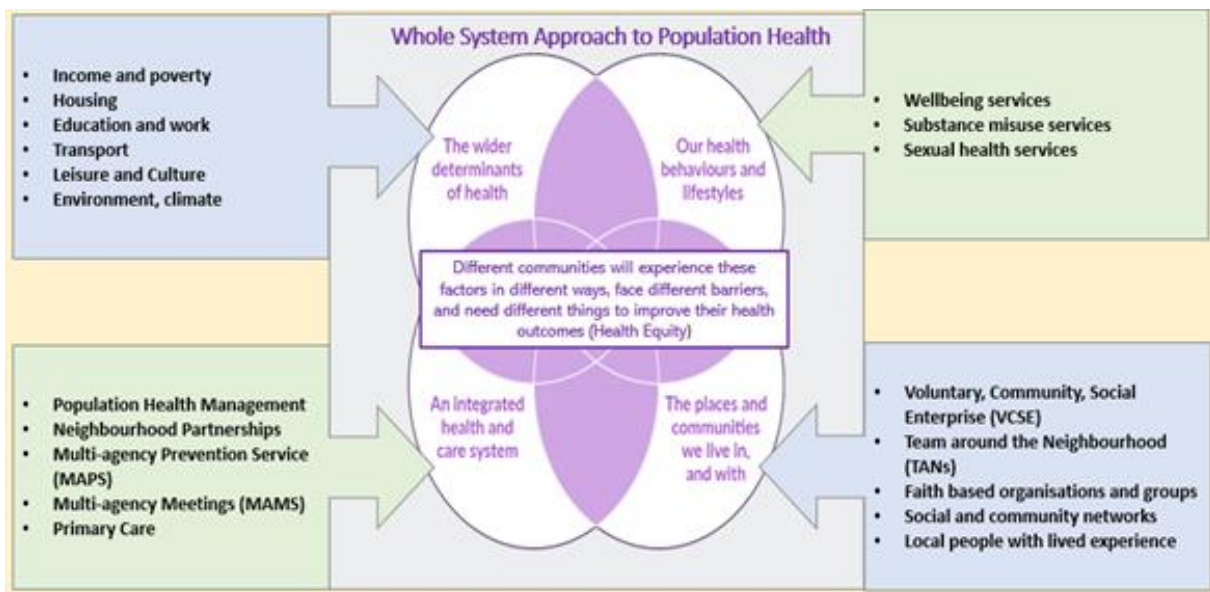
- 2.4 Manchester's action plan can only make a real difference if we work with local people to find solutions - and then help to make them happen. The 'listening exercise', conducted with trusted organisations working with people with lived experience of health inequalities, reconfirmed the importance of supporting relationships, and networks between communities and organisations within neighbourhoods. A clear message from this exercise was for the City Council to create and support the conditions for social connections to develop and flourish. There is a strong evidence base suggesting that 'community-led initiatives' improve health outcomes and reduce health inequalities by supporting "bottom-up" solutions to local challenges by building community power, control and resilience through enabling communities, especially in low-income areas, to develop their own solutions to the challenges and issues that are important to them.

3.0 Population Health and Covid recovery

3.1 Population health system

- 3.1.1 In order to improve our population's health and wellbeing and reduce health inequalities, a whole system approach is required, at a range of levels. Figure

2, adapted from the King's Fund, outlines a framework for this collaborative approach, with various organisations within the system fulfilling different roles.
Figure 2: Manchester Population Health System (adapted from King's Fund)

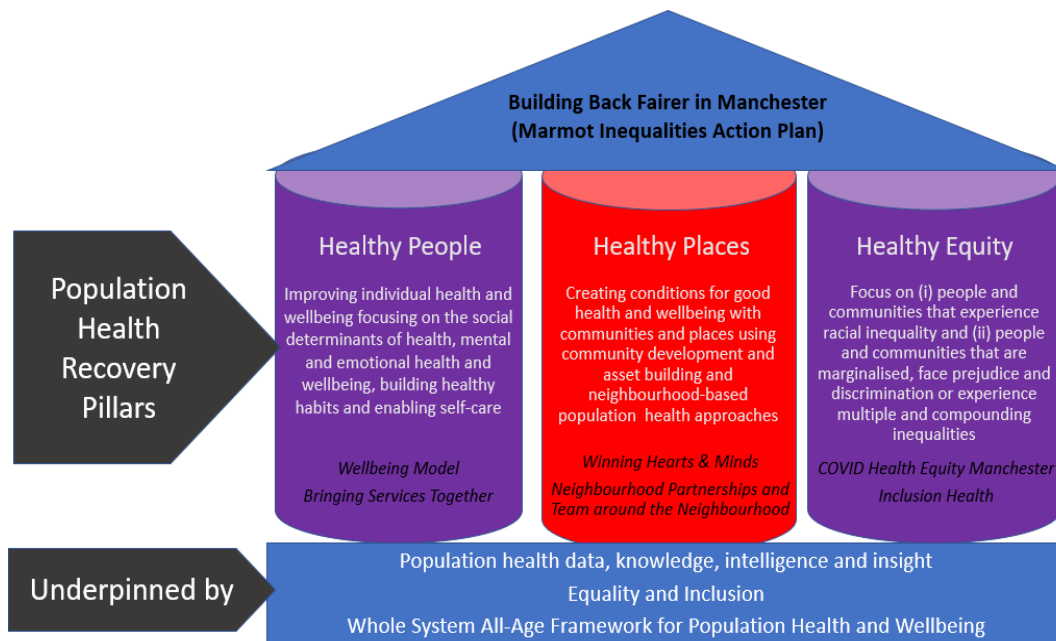


3.2 Population Health Covid recovery

3.2.1 Manchester's Population Health Covid Recovery framework has been developed to provide a structure and focus for population health and wellbeing activity (see Figure 3 below). This takes into account existing Population Health Team workstreams, and the learning from the impact of the Covid-19 pandemic, particularly in terms of health inequalities.

3.2.2 In addition to the system-wide action to improve health and reduce health inequality, particular focus is needed to ensure that individuals are supported to maintain good health and wellbeing (Healthy People pillar), and that communities are supported to create the local conditions for health and wellbeing to thrive (Healthy Places pillar). The Health Equity pillar addresses the additional support that is needed for particular communities and groups to enable them to engage and benefit from these approaches. Within each pillar, there are 'flagship' work programmes within Population Health and the wider health and care system, where delivery is already taking place and being developed and integrated.

Figure 3: Population Health Covid Recovery Framework



3.3 Manchester's Wellbeing Model

3.3.1 This was developed prior to the Covid-19 pandemic, in order to give a framework for whole-population activity to improve individuals' health and wellbeing, and was originally intended to launch in 2021. The rationale for the Wellbeing Model is that different individuals need different types and levels of support to improve and maintain good health and wellbeing and prevent ill health (physical or mental). The focus is on prevention – targeting the people who are not yet in need of health and care service support, but who are at greater risk of needing this in the future due to their social circumstances.

Figure 4: Manchester's Wellbeing Model



Level 1: The current population of Manchester is approximately 550,000 (Census 2021). Within this population, a majority are able to maintain good health and wellbeing for themselves and people they care for without additional support. In order to do so, they do need access to good quality,

trusted, relevant and culturally appropriate information about how to live a healthy lifestyle and access groups and networks that can support this locally. This is delivered through national, GM and local campaigns and information resources, and through local service directories e.g. Help and Support Manchester.

Level 2: Within local neighbourhoods and communities, support networks and groups have an important role in sharing information, and tailoring this to meet particular needs and engage with different communities. Access to this sort of informal support is not evenly distributed across the city, so additional focus is needed to develop this for some communities of place, identity or experience. This is delivered through the city's Voluntary, Community and Social Enterprise (VCSE) and faith sectors, and existing programmes such as the work of Neighbourhood teams, Covid Health Equity Manchester CHATS programme (Community Health Advice, Talk & Support), and the community development element of the current Buzz service (Neighbourhood Health and Wellbeing Development Workers).

Levels 3&4: Some people need additional support to address the social issues that are impacting on their health and wellbeing, and change unhealthy behaviours, in order to prevent the development of health conditions or social care needs. In 2018, there were an estimated 470,000 people in Manchester with multiple unhealthy behaviours, many of whom may benefit from support to address these, and the number of people needing support for other mental wellbeing and social issues is likely to be greater and have increased as a result of the pandemic and other current issues e.g. cost of living crisis. This support is delivered through the Be Well service, which offers social prescribing and health coaching support at different levels depending on the needs of the individual. Anyone can be supported by Be Well, including people referred from primary care, integrated health and care services, social care contact centre, and other community and VCSE services. Some Be Well Social Prescribing Link Workers work specifically within Primary Care Networks. Other population health services deliver more specialist support e.g. smoking cessation and substance misuse treatment.

Level 5: A smaller group of people already have more complex and multiple challenges than can be addressed through the Be Well service. There are an estimated <6,000 people who are not eligible for statutory service support but need additional support to address a combination of mental health, substance misuse, homelessness and other issues.

This support is being delivered in some neighbourhoods through the Integrated Care System Multi-Agency Prevention Service (MAPS) 'Early Help for Adults' pilots, and also through Focused Care Workers based in some primary care practices. The Better Outcomes Better Lives programme also targets this cohort.

3.4 Other roles that contribute to population health and wellbeing

- 3.4.1 Manchester Local Care Organisation also employs workers whose roles are different to those listed above, and which support the population health and wellbeing system by connecting health and care services with communities.

- Health Development Coordinators: working as part of Integrated Neighbourhood Teams (INTs). These roles support population health management and connect health and care services with communities, and other sectors to improve health outcomes at neighbourhood population level.
- Care Navigators: working as part of INTs and MAPS, these roles support individuals who are already in need of health and care services, to ensure they can access and engage with these services, and to connect them into additional community support where needed.

4.0 Community development service changes: rationale and intended outcomes

- 4.1 Community development **brings people in a community together to take action on what is important to them**. This might be with communities of place, or communities of shared identity or shared experience. Good quality community development forms the basis of the “communities and power” theme of Manchester’s Building Back Fairer action plan and will also be critical to the success of the entire plan. This will be achieved by helping communities to organise, and to identify the issues they want to address or the opportunities they want to explore. The intention is that community groups will be supported to use their skills and experiences and make the most of local assets to bring about positive changes and improve community life. A good community development approach also challenges the way some people, groups and communities are excluded and oppressed by the ways society and structures are organised, enabling strong communities to be at the heart of decision making.
- 4.2 Buzz health and wellbeing service has been provided by Manchester’s mental health trust since 2013, when it was transferred out from the Council. The service was later redesigned and re-launched in April 2019 to have more of a community development approach and to no longer provide one to one support which has been provided in Manchester by Big Life’s Be Well service since 2017.
- 4.3 Community development' type activity also happens through other avenues across Manchester City Council, with a good part of this work happening through Neighbourhood Teams. However, given the focus on health inequality, we know that we need to do more in this space. Aside from wellbeing improvements, the expectation is that this approach will also have other benefits in terms of less reliance on public services.
- 4.4 Although a lot of good work is already happening, many of our current approaches, while well intentioned, still focus on providing some form of service to a community, providing them with information/signposting, or supporting a community to set up a service based on a need we have identified. More could be done to focus on equity, strengthen the focus on what is important to communities and enabling them to take action, and facilitating this way of working across all the social determinants of health.

4.5 The 'new' community development approach will sit within MCC's Neighbourhoods Directorate and link with current activities to enable and embed a resource that releases the capacity of the whole system to deliver the Building Back Fairer action plan. This proposal seeks to strengthen and add value to the work already happening to support a community development approach that is appropriate for Manchester and build capacity to deliver the action plan with local communities. It builds on the knowledge and experience of the buzz Neighborhood Health and Wellbeing Service, whilst recognizing the civic leadership role of the council and the new place-based leadership arrangements under the Integrated Care System. It will also:

- Be offered by local people that look and sound like the communities they work in and with,
- Align with all of the Manchester Marmot themes, not just 'communities and power'
- Add value to the work of the VCSE sector
- Be flexible according to needs of communities of place/ identity/ experience

The community development approach will strengthen Level 2 of the Wellbeing Model (see 3.3 above) in a way that builds community power, control and resilience by enabling communities to develop their own solutions to the challenges and issues that are important to them.

5.0 Community development service changes

5.1 The current Buzz service has two functions:

- A team of Neighbourhood Health and Wellbeing workers who work at neighbourhood level with residents and community groups to run events, develop new groups or activities that help improve residents' health and wellbeing and to increase the involvement of local people in improving their health and wellbeing.
- The Knowledge Service which provides access to library, information and health promotion resources for people working or volunteering in the health and social care sector in Manchester.

5.2 The current contract for the Buzz service, between MCC and GMMH, will expire on 31 December 2022, and will not be renewed. The proposal to develop and deliver a community development service within the MCC Neighbourhoods Directorate, by bringing the community development (neighbourhood health and wellbeing) service currently provided by Buzz in house, was approved by SMT on 31 May 2022.

5.3 A 'task and finish' group has been established to support the design and implementation of the new approach. All relevant stakeholders, including key staff from Population Health, the Neighbourhoods Directorate, Performance Research and Intelligence, the Manchester Local Care Organisation, Human Resources and Legal Services, VCSE sector and buzz staff will be consulted,

and formal processes undertaken. The Senior Responsible Officers will be the Assistant Director of Population Health and the Head of Neighbourhoods.

6.0 Recommendations

6.1 The Executive is recommended to:

1. Approve the Key Decision regarding the delivery of a Community Development service within the MCC Neighbourhoods Directorate when the current contract with GMMH for the Buzz Health and Wellbeing service ends on 31 December 2022.
2. Agree that the current funding for the community development element of the Buzz service (£1 million in total, including staffing costs of £850k) will fund the community development service in the MCC Neighbourhoods Directorate.
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