



Public Health  
England

Protecting and improving the nation's health

# **Tools to support 'Place-based approaches for reducing health inequalities'**

## **Tool B: Civic support to communities**

# About Public Health England

Public Health England exists to protect and improve the nation's health and wellbeing, and reduce health inequalities. We do this through world-leading science, knowledge and intelligence, advocacy, partnerships and the delivery of specialist public health services. We are an executive agency of the Department of Health and Social Care, and a distinct delivery organisation with operational autonomy. We provide government, local government, the NHS, Parliament, industry and the public with evidence-based professional, scientific and delivery expertise and support.

Public Health England  
Wellington House  
133-155 Waterloo Road  
London SE1 8UG  
Tel: 020 7654 8000  
[www.gov.uk/phe](http://www.gov.uk/phe)  
Twitter: [@PHE\\_uk](https://twitter.com/PHE_uk)  
Facebook: [www.facebook.com/PublicHealthEngland](https://www.facebook.com/PublicHealthEngland)



© Crown copyright 2019

You may re-use this information (excluding logos) free of charge in any format or medium, under the terms of the Open Government Licence v3.0. To view this licence, visit [OGI](https://www.ogilicence.org.uk). Where we have identified any third party copyright information you will need to obtain permission from the copyright holders concerned.

Published July 2019  
PHE publications  
gateway number: GW-583

PHE supports the UN  
Sustainable Development Goals



# Contents

|                                                                                    |   |
|------------------------------------------------------------------------------------|---|
| About Public Health England                                                        | 2 |
| Introduction to 'Place-based approaches for reducing health inequalities' tool set | 4 |
| Screening Tool B: Civic support to Communities                                     | 6 |

# Introduction to 'Place-based approaches for reducing health inequalities' tool set

Chapter 4 of the 'Place-based approaches for reducing health inequalities', describes the Population Intervention Triangle (PIT) as a model for planning action to reduce health inequalities. A series of tools exists to support local areas apply the principles set out in each part of the model.

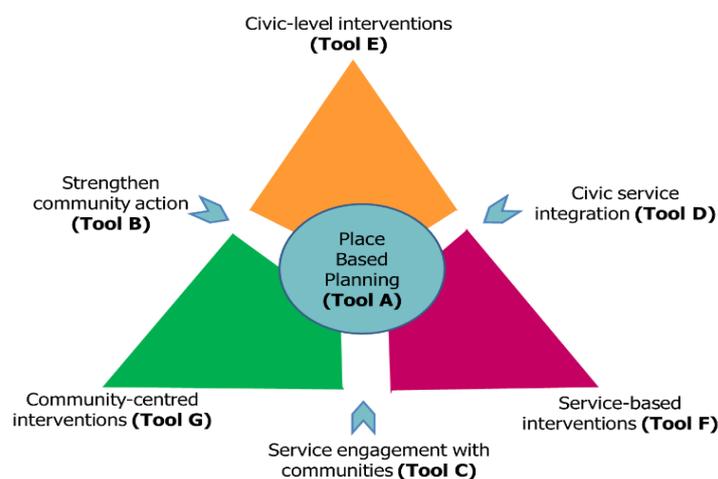


Figure 1 Population Intervention Triangle

## How to use the tools

All of these tools have been developed to use either through:

- self-guided means,
- a Peer-Peer Support process (for example Sector Led Improvement), or
- facilitated workshops

If you would like further information about potential practical support for the application of these tools then please contact [health.equity@phe.gov.uk](mailto:health.equity@phe.gov.uk).

It is important to note that local areas should not work through all tools in one go. It is recommended to start with Tool A on Place Based Planning, which examines key elements of place-based working as a whole. Then local areas can pick and choose

which section of the model could benefit from further investigation given local circumstances.

Tools A, B, C and D provide a checklist of questions based on experience of what makes a difference to that component of the model. Most of these tools start with a series of statements progressively rated from emerging to thriving for each part of the checklist. This informs what good practice looks like in this area. It also enables users from different parts of the system to individually rate which statement in each of the 10 Steps would best describe the current situation from their perspective. This discussion can then be useful and creative to explore reasons for the different partner perspectives. The colour rating also allows agreed prioritisation amongst the steps of how to move the system towards further improvement. Armed with those priorities, the more detailed Diagnostics in the annexes of the tools add more information on what potential action may benefit those priorities. Therefore, users do not need to run through all parts of the detailed diagnostic content, instead they should simply pick out their priority areas to inform potential improvements.

Tools for E, F and G are pre-existing documents which readers can use to inform further action on the apices of the triangle: civic, service and community interventions. The links to these tools are provided in Chapter 4.

### Checklist for this tool – Tool B

1. Coherent civic commitment
2. Community leadership and representation
3. Promotion of active citizenship
4. Graduated community support
5. Community needs mapped
6. Investment in infrastructure
7. Learning and training initiatives
8. Financial support to VCSE sector
9. Building on community assets
10. Evaluation

## Screening Tool B: Civic support to Communities

|                                             | Emerging                                                                                                                           | Developing                                                                                                                            | Maturing                                                                                                                                                                                             | Thriving                                                                                                                                                 |
|---------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------|
| Coherent Civic Commitment (1)               | Community support has been patchy and not part of a systematic plan. Tends to respond to communities that push themselves forward. | Community capacity building stated as an important end goal, working to improve strength, resilience, health and wellbeing.           | Operationalised inputs commit resources and mechanisms for intervention. Supportive culture, attitudes and practice embedded in Local Authority environment.                                         | Plans realistic, recognising time needed to build relationships, trust, commitment, leadership and capacity.                                             |
| Community leadership and representation (2) | Community involvement in civic infrastructures is patchy, unrepresentative and largely unsupported.                                | Membership of some key committees, for example Health and Wellbeing Board, provides channels linking to main protected equity groups. | Varied community representation. Training to support effective functioning in committees given to community reps; also to committee staff to enhance reps participation and feeling of being valued. | Active channels supported to assist active two-way communication between representatives, the groups they represent and the wider community.             |
| Promotion of active citizenship (3)         | Unclear which civic decisions people in local communities can influence, and how.                                                  | Some evidence of the system valuing and sharing knowledge, skills and experience of community members and VCSE partners.              | Culture of routinely adopted good practice to make it easy as possible for community members and those from VCSE organisations to get involved in civic action.                                      | Community involvement in civic processes audited and evaluated. Impact fed back and examples publicised widely to encourage others.                      |
| Graduated community support (4)             | No apparent priority given or strategic approach consulted on to address need for community development.                           | Civic approach to community support and development reactive, not proactive and planned.                                              | Explicit strategy ensures intensity of support to community development (CD) targeted proportionate to greatest needs and barriers.                                                                  | Evidence that support to communities initially lacking leadership, infrastructures and resources has improved their capacity, capability and engagement. |

Tools to support 'Place-based approaches for reducing health inequalities'

|                                       | Emerging                                                                                                                                   | Developing                                                                                                                                      | Maturing                                                                                                                                                                       | Thriving                                                                                                                                                                       |
|---------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Community needs mapped (5)            | No formal recognition of 'natural communities'. Local profiles based only on 'top down' statistical analysis.                              | Neighbourhood profiles augmented with some 'bottom-up' qualitative input from residents and frontline staff.                                    | Needs, assets and preferences gathered systematically through community centred research. Priorities agreed through discussion.                                                | Intelligence based segmentation of communities to align approaches and share learning.                                                                                         |
| Investment in infrastructure (6)      | No place-based strategy or resources to provide infrastructures to support community-centred approaches.                                   | Some designated civic staff allocated specific time, resources and support specifically for community engagement.                               | Broader culture embraces two-way process with realistic time, effort and resources invested to build trust and relationships.                                                  | Dedicated resources for outreach and advocacy to engage the most marginalised. Balance of appropriate face-to-face and online methods.                                         |
| Learning and training initiatives (7) | Learning and training initiatives around community engagement and development are haphazard, with little overall strategy.                 | Training and mentoring for staff working with communities aims to systematically provide knowledge, understanding and skills relevant to CD.    | Social networks and forums help to continually share learning and experience within and between local communities, voluntary organisations, and statutory sector staff groups. | Planned learning, skills development and support for community participants. Training for community champions and volunteers. Some joint training with statutory sector staff. |
| Financial support to VCSE sector (8)  | No substantial, explicit Civic commitment to build up the VCSE sector.                                                                     | Work in partnership with community groups to identify funding requirements and sources of funding.. Support available for funding applications. | Provision of direct grants and commission services with levers based on Social Value Act to expand sector involvement. Targets set for VCSE as providers of services.          | Funding measures account for: recruitment; training; ongoing support; development opportunities and supervision of volunteers. Expenses paid so volunteers not out of pocket.  |
| Building on community assets (9)      | Little recognition of existing local partnerships and networks within communities before initiatives planned.                              | Initiatives draw on knowledge and experience of communities and VCSEs to identify and recruit people to represent local needs and priorities.   | Existing infrastructures and networks reviewed against the 'family' of community-centred approaches. Plans to work on relevant gaps towards desired outcomes.                  | Having identified community assets and facilities, strategies incorporate engagement with them and how they might be developed with their community.                           |
| Monitoring and evaluation (10)        | No real joint engagement of VCSE sector members with those supporting and funding them in setting up monitoring and evaluation frameworks. | Community members and VCSE organisations involved in planning, designing and implementing evaluation frameworks including objectives.           | Good evaluation methods include qualitative and quantitative methods; capture varied information, including: What works? In what context? Costs? Experiences?                  | Regular feedback provided on positive impacts of engagement and issues of concern. Learning documented and recorded to improve future principles of joint working.             |

## Detailed diagnostic for Civic support to Communities:

Is there a coherent civic commitment to a set of core aims for healthy constituent communities?

Do the aims establish measures demonstrating:

- safe, supportive, inclusive and vibrant places?
- resilience?
- devolved control?

Is community capacity building stated as an important end goal?

Are the plans explicit about how the local approach can meet public bodies' statutory obligations

How have supportive culture, attitudes and practice been embedded and maintained in the Local Authority environment?

Does the culture recognise that building relationships, trust, commitment, leadership and capacity across local communities and statutory organisations needs time?

Is there a system of dispersed and collective community leadership and representation?

How do the relevant decision-making structures such as the Health and Wellbeing Board connect with members of the local community who reflect the diversity of that community?

How do these mechanisms provide channels to connect with infrastructures bringing together the protected equity groups, particularly those of race, culture and religion; disability and sexual orientation?

Are community representatives provided with training and support to help them function effectively?

Providing a two-way channel of communication with the group they represent and the wider community.

Trying to provide input based on group and not just individual thinking.

Contributing to business in a committee and working group environment.

Do civic committee and working group chairs and secretariats get training in skills to enable community representatives to be valued and to participate fully?

Are infrastructures and mechanisms designed to be accessible and appropriate for community participation?

Are these channels used to feed back the results of engagement to the local communities concerned, as well as other partners?

### Does the system encourage active citizenship in civic life?

What are the processes through which it is made clear which decisions people in local communities can influence and how this will happen?

How are the rights of local communities to get involved as much or as little as they are able or wish to recognised?

Is there evidence of routinely adopted good practice work with local communities and community and voluntary organisations to plan ways to make it as easy as possible for people to get involved.

Is there early advertising of engagement opportunities through multiple channels?  
Is there work to address and overcome cultural and language issues?

Is plain language used and provision for non-English speakers, and those with communication difficulties?

Are familiar venues and methods used to create an informal atmosphere?

Is there sensitivity to and pro-active measures to address unrepresentativeness and partisanship?

Are methods designed and facilitated with and by community members to be appropriate?

Is there evidence of the system recognising, valuing and sharing the knowledge, skills and experiences of all partners, particularly those from the local community?

Is community involvement in civic processes audited? What are the results? Are there examples of change as a result?

### Is there civic commitment to a principle of graduated community support?

When working with disadvantaged geographical or other vulnerable groups:

- is there an explicit strategy to ensure intensity of support is targeted proportionate to greatest needs and barriers
- does the support include working with communities initially lacking leadership, infrastructures and resources to develop their baseline capacity and capability
- is there process to ensure community preferences, and the way these may change over time, are key elements in the plans

### Are communities of place mapped to assess needs, barriers and assets?

How are communities classified: by Locality? By ward? By naturally defined community/neighbourhood? Is this agreed across sectors?

Is there a community level 'picture of place'? Does this combine:

- top-down analysis of vital statistics broken down to neighbourhood
- is this combined with systematic 'bottom-up' qualitative intelligence from residents and frontline service staff

Has the process of intelligence gathering involved forms of community based research?

Does the information take account of assets as well as needs? Does it identify key leaders and opinion formers; social infrastructures; favoured facilities and services provided from them?

Has there been work with local communities and community and voluntary organisations to discuss findings of joint needs assessment and other intelligence to check the understanding of their needs, assets and preferences?

On the basis of intelligence gathered is it possible to group communities like-with-like in order to share appropriate issues and action-based learning? Does this capitalise on socio-demographic segmentation methods, for example Mosaic

### Investment in infrastructure and planning to support community engagement?

Are place-based community engagement strategy and methods planned rather than ad-hoc? How and where is this laid out?

To what extent are goals clear, with transparency of process?

Does the culture of community engagement embrace a negotiated and two-way process? Are realistic time, effort and resources invested to build relationships and trust?

Is there a commitment of dedicated staff and resources to the process?

What forms of outreach and advocacy are deployed, and how is this targeted to engage the most marginalised?

Are face-to-face and online methods balanced to connect, sustain and scale contact?  
How are competing agendas across stakeholders within partnerships recognised and balanced in the system?

### What learning and training initiatives support community engagement and development?

For professionals, practitioners and others engaged in community development as well as a range of staff working with communities:

What is the nature and extent of appropriate training and mentoring?

How are they equipped to:

- gain meaningful direct access to and properly engage with communities?
- match engagement method to community?
- work with community-based approaches and through co-production?
- have good knowledge and understanding of the principles of community development?

Working in partnership with local communities and community and voluntary organisations and groups, are there:

- planned series of learning, development and support opportunities for community participants, aiming to gradually build on local skills
- training for people to become community champions and volunteers
- joint training and opportunities for shared learning with statutory sector staff on a range of practical and developmental topics

Are local partners and collaborators helped to continually share their learning, knowledge and experiences by setting up social networks and forums:

- between different local communities and community and voluntary organisations within and between statutory organisations
- between and within local communities, community and voluntary organisations and statutory sector staff

## How are community organisations and volunteering supported financially?

With regard to the Voluntary, Community and Social Enterprise (VCSE) sector:

- is there civic support to build up the VCSE sector
- have commissioning levers such as the Social Value Act been used to expand sector involvement
- have targets been set to increase VCSE sector as providers of services

When supporting local community engagement activities, have statutory organisations and their partners:

- ensured staff involved are allocated specific time, resources and support for community engagement
- worked in partnership with local communities and community and voluntary organisations and groups to:
  - help identify funding requirements, sources and resources
  - make funding applications for community engagement activities and evaluation
  - provide direct grants, and commission services which encourage and support community action and volunteering
- do funding measures take account of resources associated with: recruitment, learning and training, ongoing support, development opportunities and supervision of volunteers
- does it recognise that volunteers will need their expenses to be paid so that participation does not leave them out of pocket

## Do mainstream strategies routinely build in engagement with, and appropriate use of, community assets?

Are existing partnerships and networks identified and capitalised upon? How are gaps identified and addressed?

Do initiatives draw on the knowledge and experience of local communities and community and voluntary organisations to identify and recruit people to represent local needs and priorities?

Are the existing infrastructures and initiatives reviewed against the diverse 'family' of community centred approaches and Is the scope for action matched to desired outcomes? Are there plans to work on any relevant gaps?

Having identified the 'assets' and facilities available locally, do mainstream strategies routinely build in engagement with them and how they might be developed with their community?

Are focussed jointly agreed developments formally acknowledged, for example through:

- neighbourhood action plans
- principles of joint working, periodically reviewed in practice

**Are there robust methods to monitor and evaluate community-centred approaches?**

How is ongoing monitoring and evaluation of local community development activities supported to encourage joint development between those leading and funding them and the local communities?

Are community members and community and voluntary organisations involved in planning, designing and implementing an evaluation framework?

Are process and output evaluation objectives agreed with members of target communities?

Does evaluation of community development activities and projects and their impacts:

- include a mixture of quantitative and qualitative evidence
- use existing evaluation tools if available
- evaluate not only what works but in what context, as well as the costs and the experiences of those involved
- enable capture of any unexpected effects

Is regular feedback provided to the local communities about the positive impact of their involvement and any issues of concern?

Are learning and any insights into community needs and norms documented and recorded, to develop future ways of involving local communities?

Does the system record, share and publish local evaluations and good practice relating to community engagement?