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**Manchester City Council  
Report for Information**

**Report to:** Health Scrutiny Committee – 17 July 2018

**Subject:** Our Manchester Carers Support Strategy

**Report of:** Dr Carolyn Kus, Executive Director Strategic Commissioning

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**Summary**

This report introduces an interim “Our Manchester Carers Strategy”, it sets out the initial measures that will drive service improvements and the on-going development of this strategy on a co-produced basis in partnership with Manchester’s Carers, their support organisations and the wider Manchester Community.

**Recommendations**

To consider and comment upon the content of this report.

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**Wards Affected:** All

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**Background documents (available for public inspection):**

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

Manchester City Council, Health Scrutiny Committee 26.1.15, Carers Consultation  
Manchester City Council, Health Scrutiny Committee 26.1.15 Carers Redesign  
Manchester City Council, Survey of Adult Carers in England (SACE)  
2016/17, available via Contact Officer.  
Manchester City Council, Health Scrutiny Committee 30.1.18 Carers Support  
Strategy  
Manchester City Council, Health & Wellbeing Board 04.1.18 Greater Manchester  
Commitment to Carers and Carers Charter  
Manchester City Council, Greater Manchester, 04.7.18 Greater Manchester  
Commitment to Carers and Carers Charter  
Manchester City Council Carers JSNA, available via Contact Officer.

Carers at Breaking Point, Carers UK

<https://www.carersuk.org/for-professionals/policy/policy-library/carers-at-breaking-point-report>

HM Government, Carers Action Plan 2018-20, published June 2018

<https://www.gov.uk/government/publications/carers-action-plan-2018-to-2020>

## 1. Background

The most recent estimates suggest that 1 in 10 Manchester citizens are providing unpaid care to a family member or friend who couldn't manage without their help because of physical or mental ill-health, physical or sensory impairment, learning disability, or substance misuse.

A previous report to this committee in January 2018 updated members in respect of:-

- the development of the Manchester Carers Network which now coordinates the work of 21 VCS organisation providing support to Manchester Carers,
- the challenges faced by the circa 42000 Manchester citizens with caring responsibilities as identified within the recently published Carers Joint Strategic Needs Assessment 2017,
- the decline in service-user satisfaction rates reported within the bi-annual Carers Survey 2016/17,
- progress being made at GM level in respect of the Greater Manchester Carers Programme.

The report went on to outline work in progress in respect of a current review of Carers Support Strategy being conducted on behalf of the local authority by Lynne Stafford, Chair of the Manchester Carers Network.

The review was challenged to build on the success of the Manchester Carers Network, to strengthen the independent voice of carers and bring forward radical proposals whereby carers and their voluntary / community organisations (VCS) would assume greater responsibility for leadership and a more active service delivery role, as expert partners, an approach aligned with "Our Manchester" principles of co-production and work being developed at a Greater Manchester level to promote recognition of Carers and wider system change.

That review is now complete and on the 4/7/18 the Health & Wellbeing Board approved adoption of the Greater Manchester Commitment to Carers and Carers Charter as a framework for the forward development of a refreshed Manchester Carers Strategy which will be co-produced with Manchester's Carers and their VCS support organisations.

This report now introduces an Interim Our Manchester Carers Strategy which provides a framework for the forward co-production of that strategy and details the initial measures that will drive service improvements with a specific focus on the following initial objectives:

- Partnership and co-production with Carers:
- Increased engagement with Carers and improved access to services:
- Services & Systems that Work for Carers: and
- Building a Carer Friendly City.

A core driver within our strategy and the current government Carers Action Plan 2018-20 is to broaden recognition and support for carer within the wider community and society. Many carers will have little contact with services for carers and will not be receiving formal support in their role, nor do we wish to undermine individual

autonomy. However it vital that we engage and work with partners beyond local government and the NHS to raise awareness of caring amongst the wider population to build carer friendly communities.

The Interim Strategy will therefore include a Manchester Carers Charter co-produced with carers, a first draft of which is attached at Appendix 1. The Charter will build on the assertion that responsibility to support carers applies to all of us, not just the health and care agencies of the City,

The Charter will set out a challenging ambition of what “Carer Friendly Manchester”, the best City for carers might look like and how organisations, businesses, communities and individuals can contribute to supporting Citizens who provide immense service and value to our Community ..... and of course that could be anyone of us....Carers come from all walks of life, all cultures, and can be of any age.

Anyone can become a carer, gradually or suddenly it can take over your life. It brings great rewards but research is clear about the cost poorly supported caring can have on the health and wellbeing of the carer and the resilience of unwaged caring arrangements.

Supporting the City’s carers represents an excellent illustration of the asset or strength based approach at work and we will ensure that the forward design and delivery of carer support provides an exemplar of the “Our Manchester” principles of listening, co-production and development, to the community we serve.

Whilst we intend to move at pace we will take care to design our next generation of support services in close consultation with carers as real and expert partners, placing as much control and choice as possible with carers and with increasing opportunities for those with lived experience to direct and deliver services. This provides the best opportunity to ensure that our services work for carers rather than sticking to systems that work for the local authority or the NHS.

To facilitate this we wish to enhance the role and profile of Manchester’s Carers and their support organisations within our developing health and social care system, across the 12 Neighbourhoods and in partnership with the MLCO. Working through a new “Our Manchester Carers Partnership Group” we want Carers to play a direct and active part in service design, governance and delivery, through employment and volunteering routes.

The strategy, charter and action plan outlined will therefore remain “ Interim” until it has sign off from the new carer-led “Our Manchester Carers Partnership Group which will drive its development, governance and promotion from a carer perspective, independent of the Council, in anticipation that this will deliver wider public goodwill, philanthropic and commercial appeal. Progressively developing a social movement in support of Manchester’s Carers and drawing in external finance.

The Our Manchester Carers Partnership Group will encourage organisations and businesses across the City to sign up to the Manchester Carers Charter and pledge support for carers as citizens, employees and customers, through supportive

employment terms and discounted access to services and products. The Group will report periodically on its activities through the Health Wellbeing Board.

As requested by Carers we intend to develop a new Carers Single Point of Contact which will provide a central and dependable gateway for all carer related information, advice and support enquiries, designed and delivered via the Carers Network, with the active participation of carers as real and expert partners, employees and volunteers. Wherever possible we want the first point of carer contact to be with someone who has experience as a carer.

We will also revise our engagement and assessment model. There is a broad recognition that we are simply not making contact with sufficient numbers of Carers at an early enough point in their caring journey to make a real difference and to build their resilience. Our assessment model is too narrowly focussed, more effective conversations are required which will enable carers to connect directly with the lived experience of other carers and a supported self –assessment which will enable carers to connect directly with current training and support opportunities provided by the Carers Network, including Personal Budgets, without loss of control or autonomy.

The measures outlined in this report build on a successful MCC / NHS partnership investment in the Manchester Carers Network, they drive some quick-win improvements which will connect Carers with wider transformation activity due to come on stream over the next 12 months, through the Locality Care Organisation's Neighbourhood Strategy and the introduction of a new GP Carers Standard which will promote early carer identification and effective signposting to a developing menu of Carer Network Services.

Similar protocols will also be negotiated across the Acute Hospital Trusts to identify carers within the hospital setting and link them into neighbourhood support systems.

These initiatives will be now be consolidated within the Interim Our Manchester Carers Support Strategy which follows.

## **2. The Interim Our Manchester Carers Strategy**

### **2.1 Introduction**

During development of this interim strategy reference has been made to a range of national publications, policies, research and local consultation findings with particular attention to placing carers and their support organisations at the centre of all proposals as expert partners and on an individual level by enhancing the personal autonomy and control of carers through the provision of effective information, advice, supported self-assessment and the wider application of personal budgets.

### **2.2 Finding from Manchester Carers Services Review**

A review of Manchester's Carers Services was conducted by Lynne Stafford, CEO of the Gaddum Centre and Chair of the Manchester Carers Network. That review included a series of consultations with carers across the City, alongside an on-line

Carers Survey and a Stakeholder Survey. The report at is attached at Appendix 2 and consultation reports are available on request.

Those consultations endeavoured to capture the personal stories of carers through a process of appreciative enquiry and the following key themes have emerged in relation to the outcomes our forward strategy must seek to achieve:

**Support and solidarity** – Carers repeatedly stressed the importance of support, solidarity and understanding in sustaining their vital role and whilst this principally came from family, friends and professionals, the support of others with caring experience was greatly valued alongside the understanding of employers and the wider community.

**Resilience** – Carers frequently described the process of caring as aligned to a fight against adversity, tiredness and isolation, with support and resources having to be fought for against a background of poor information and disconnected services, whilst they managed the physical and emotional demands of caring. Many carers have experienced being close to breaking point as a result of these pressures.

**The Importance of Family** - The support of/from family members was identified as being vital for many individual carers in a number of areas including:-

- day-to-day caring (e.g. sharing some of the tasks involved)
- discussing and finding solutions to complex problems
- maintaining contact with other people
- stimulation / visits to look forward to

**Time for me** - The importance of 'respite' and the ability to take a break in its widest sense was repeatedly highlighted in carers' stories. For a lot of carers, this comes from the time they spend at their local carers' drop-in centre – talking, letting off steam, or taking part in activities - or time to devote to self-care or the needs of other family members.

**Being listened to** - Carers spoke of the benefits of feeling 'listened to' by professionals, service providers and support organisations. Several carers' stories highlighted the hugely positive impact on them when health professionals and others had simply listened, showed they cared or been helpful in talking about things.

**Doing things differently** - The idea that things can be different, can be done differently, or recognising that things have changed and require different thinking – were mentioned in some carer stories as catalysts for change.

Respondents to the on-line survey stressed the importance of the following issues:-

- Respondents to the on-line survey stressed the importance of the following issues
- Getting services/support for the person or people they care for
- Being able to look after their own health and wellbeing as a carer
- Knowing where to go or who to contact for services or help
- Getting a break from caring

Desk based research into local carers studies pointed to two groups of issues:

The Recurrent Issues:

- Carers have highlighted how intensive the caring role is, and how it takes its toll on the health and wellbeing of most carers.
- Communication and information. Nearly half (49%) of carers say information and advice is hard to find.
- The role of GPs, other health professionals, and of others is shown to be central, but carers currently have widely varying experiences, from very good to very poor
- Challenges of accessing services and support.

The Gaps and Areas for Improvement:

- Early identification of carers.
- There are a range of groups and communities where either provision is patchy, with biggest gap being for young carers and young adult carers and also LGBTQ and BAME carers
- Current mapping points to a lack of consistent provision both across the city and in neighbourhoods.
- Some carers have suggested a single point of contact or 'hub' to access not only support from carer's organisations but also a range of other services, saving time and frustration.
- An underpinning theme of feedback and qualitative research promotes quality of provision for carers.

### **2.3 Statement of Intent**

We have listened to Manchester's Carers and wish to adopt the following statement of intent developed from the views, ideas and experiences they have expressed. This will form the basis of the Manchester Carer Charter and will underpin the forward development of our support services.

"In Manchester, all carers have a right to be respected, valued and supported, equally in their caring role, as experts for their cared for and as individuals in their own right" .

**In Manchester, you can expect –**

- To be identified as a carer as early as possible, be informed, be respected and included by health and social care professionals.
- To have choice and control about your caring role, get the personalised support you need as a carer to meet you and your family's needs.
- To be able to stay healthy and well yourself, and for your own needs and wishes as an individual to be recognised and supported.
- To be socially connected and not isolated.
- To be supported to fulfil educational and employment potential, and where possible in maintaining employment.

- If you are a young carer or young adult carer, to be supported so you are able to thrive and develop educationally, personally and socially, and you are protected from excessive or inappropriate caring roles.

**In Manchester, we will commit to work together in partnership to –**

- Ensure that all Carers and their families receive the right support, at the right time, in the right place, including when caring ends.
- Empower and support all Carers to manage their caring roles and their life outside of caring, ensuring their independence and physical and mental health.
- Respect all Carers' right to decide and choose in relation to how much care they will provide and respect all Carers' decision about not providing care at all
- Ensure all Carers will be respected and listened to as expert care partners and will be actively involved in care planning, shared decision-making and reviewing services.
- Ensure all carer have a right to access to training & learning to support their caring role.

**2.4 Strategic Objectives**

In the course of preparing this interim strategy we have set the following initial objectives which will progressively strengthen our longer term strategic approach and service delivery.

Our four key strategic objectives are:-

**Partnership and co-production with Carers:**

- Our starting position for the development of Our Manchester Carers strategy are Our Manchester values and principally, how we "listen".
- We also wish to commit to the principles of co-production with Carers (and their support organisations) and to reinforce that principle at all opportunities in the firm belief that this is the key to services and systems that work for carers.
- We will seek to build for the long term, developing our existing strategic partnership with the Manchester Carers Voluntary Sector to strengthen the infrastructure to undertake increasing responsibility for the delivery of carer services, again in the firm belief that carers will benefit from a strong, independent and collective voice and the active engagement of carers as real experts.

**Increased engagement with Carers and improved access to services:**

- We are simply not engaging with sufficient numbers of carers at an appropriately early point in their caring journey to make a difference. We will make information and advice more accessible and improve the methods by which we work with our partners to promote carer support services, receive enquiries and referrals.
- We will establish a database that will enable us to maintain purposeful communication with "Our Manchester Carers."



- Forward co-development of this strategy and the Our Manchester Carers Charter.

### **Services & Systems that Work for Carers:**

- We will improve the effectiveness of our conversations with carers to deliver meaningful support at the right time, in the right place, including carer breaks and support when caring ends.
- In our conversations we will seek to improve strengths and resilience by promoting access to information, skills, good self-care and peer support
- We will improve and simplify our assessment process, increasing access to more flexible Carers Personal Budget support which promote choice and autonomy.

### **A Carer Friendly City:**

- We will work with our partners, the Our Manchester Carers Partnership Group and the Carers Network to raise awareness of caring across the wider population, amongst employers and businesses, within neighbourhoods we will build carer friendly communities.
- We will actively promote the Our Manchester Carers Charter across the Manchester community, seeking sign up and pledges of support from across the City's organisations, institutions and businesses with the support of the Our Manchester Carers Partnership Group and the Carers Network.
- We will work with such partners to enhance the recognition, support and rewards that could be offered to carers across the wider economic and social life of the City through a Manchester Carers Passport.

## **2.5 The Our Manchester Carers Action Plan**

This action plan sets out a range of measures developed from the local service review/ consultations or drawn from wider local/national initiatives that will drive service improvement, with particular reference to the successful Age Friendly Manchester experience.

These following actions will be progressively brought on stream as funding is put in place over the next twelve month period, at which point progress will be reviewed in partnership with the proposed Our Manchester Carers Partnership Group and the strategy will be formally revised and consolidated via a further report to the Health & Wellbeing Board provisionally scheduled for September 2019.

- The establishment of an Our Manchester Carers Partnership Group, linked to the development of an Annual Our Manchester Carers Forum which will guide the work of the Carers Network, strengthen accountability to carers and promote recognition of carers needs across the wider Manchester social and business economy.
- The development & adoption of a Manchester Carers Charter with a stretching ambition, to establish Carer Friendly Manchester as the UK's

premier Carer Friendly City and to capture the engagement of the City's wider social and business community

- The progressive co-development of the Our Manchester Carers Strategy and an Action Plan negotiated and mandated by Manchester's Carers via the Partnership Group in partnership with the Carers Network, MHCC Commissioners and wider provider partners including Manchester LCO and the GM Mental HealthTrust.
- The establishment of a new Carers Single Point of Contact (the First Stop Shop) which will provide a central point of contact and delivery for all carer related information, advice and support requirements, designed and delivered via the Carers Network with the active participation of carers as real and expert partners, employees and volunteers.
- The development of an effective Carers Care Pathway which identifies and engages carers at the earliest point in their journey, setting out the universal and targeted support offer, delivering effective conversations, supported self-assessment and responsive support through-out that journey, including when care responsibilities cease.
- The on-going development of the core support offer within that pathway :-
  - “Universal” - information/signposting, advice, training & health screening services and peer support groups across all neighbourhoods and significant communities of interest.
  - “Targeted” - assessment, advocacy, counselling, tailored/intensive support when required on a time limited basis and a range of carer break options which will enhance carer's control and quality of life with the choice of personalised budgets/support plans or managed support plans.
- Development of the Neighbourhood (place-based) Carer Support Offer – Linking to LCO plans to deliver health, primary and social care services across twelve neighbourhoods, opportunities will present in partnership with the wider VCSE to extend current Carer Support Groups and Peer Support opportunities across the City. The current review has identified gaps across the north and south of the city and within specific BAME groups and communities of interest. A strategy will produced to close these gaps and identify funding opportunities. Such opportunities will be joined up through developing social prescribing / community connector systems to counter the social isolation of carers, to address their wider health and wellbeing needs and the needs of those for whom they care.
- The development of a Yellow Card Carer Referral System - We know from our conversations with carers that caring roles can creep upon us without any conscious realisation that you have become a carer, it is what we do for each other and of course it is never easy to ask for support. We wish to make this process a little easier by creating an Our Manchester Carers Referral Card based on systems operating in other authorities. Such cards will be available

across health and social care facilities, pharmacies and wider service outlets where carers might be engaged in discussion. They will provide basic information about the service offer and the benefits of early contact, information, training and support. A tear off return slip with signed referral consent will result in an initial contact from the Carers Contact Service and a conversation will be developed according to individual needs and circumstances utilising the tiered “three conversations approach”.

- Development of a central Carers Register / Database – The ability to communicate with carers is central to a proactive support system and discussions will take place as to the best route to a centralised register which will support communication and marketing of support services, training and wider opportunities for carers.
- Development of a Carers Passport / Emergency Card / Discount Card – An effective carer database provides opportunities to combine the current Carers Emergency Card with a Discount Card in partnership with local businesses which support the Carers Charter. Carers Passports which operate within a number of local authorities provide carers with discounted access to service and retail opportunities which provide recognition of their role and counter social isolation.
- Development of a simplified supported self-assessment and Carers Personal Budget built around the three conversations approach which will provide a flexible approach to sustaining Carers through challenging times. A system of small payments which will work within the assets and strengths of individual families and friendship groups, supporting personalised solutions and innovation that work as opposed to inflexible pre-purchased services.
- Development of a range of Carer Break Options – Our current approach to carer breaks lacks clarity, options are limited, frequently limited to residential provision and do not work for many individual circumstances. The approach tends to be reactive rather than proactive, reacting to rather than preventing Carer crisis.

Many carers have told us that rest, recovery and personal time is particularly scarce and a new approach is required which seeks out those carers who are particularly isolated and exhausted and without extended family support to take an occasional short break.

Alongside the extension of personal budgets options are being shaped for discussion with Carers and Homecare providers around the development Neighbourhood Sitting Services, the extension of Shared Lives and the development of a Carer Break Voucher / Purchase Card System which will enable a carer to access a Sitter Service on a pre-booked or short notice basis, perhaps for an hour to undertake some shopping or personal care, or two/three hours to attend a family event. The availability of Night-time sitting is also under consideration within the wider homecare redesign process.

- Work in partnership with Greater Manchester colleagues to develop and promote a Working Carers Toolkit for Employers. One in nine of the workforce across the UK combine caring for a loved one with paid work and in Greater Manchester this equates to around 142,000 employees (ONS Census, 2011). This toolkit will highlight why it makes good sense to introduce policies and practices to support working carers within your organisation to maintain that balance, supporting both their wellbeing, and your business.

Both MCC and the NHS currently set high standards as employers however guidance will be reviewed in line with the toolkit. Discussions will also take place with procurement colleagues with regard to how we can utilise MCC and NHS supply chains to promote adoption of best practice guidance.

## **2.6 Establishment of an Our Manchester Carers Partnership Group**

As a foundation for the on-going development of the Our Manchester Carers Strategy and building on the principle of “Carers as real and expert partners” commissioners will work alongside the Carers Network and MLCO to establish an Our Manchester Carers Partnership Group which will guide the development and application of this strategy across the health and social care system and the wider public service, leisure, cultural and business economy. Membership will be drawn from Manchester Citizens with lived carer experience and the requisite board-level skills alongside the appropriate organisational representation.

This approach draws on the Age Friendly Manchester approach an innovative partnership between older people, public service, academic, community and private organisations across the city to improve the quality of life for older people across the life of the City and through design and progressive improvement develop an Age Friendly City.

The Partnership Group will be chaired initially by the Executive Member for Adult Health & Wellbeing or the Carers Champion nominated by the lead political group.

The Group will provide governance and direction in respect of the development of forward carer strategy, reporting annually on its activities via the Health & Wellbeing Board and via an annual Our Manchester Carers Forum which will provide a line of accountability back to Manchester’s carers.

Group members will act as ambassadors on behalf of Manchester’s Carers promoting adoption of the Our Manchester Carers Charter across the City’s service and business organisations and promoting recognition of the contribution made by Carers at all opportunities.

## **2.7 Development of an Our Manchester Carers Charter**

We will develop an Our Manchester Carers Charter which will align with the principles of the Greater Manchester model, appropriately localised it will provide a tool to capture our commitment to Manchester’s carers against which we can be held to account. It can also be used to promote our ambition to be the Carer Friendly City and to broaden ownership of that ambition to other public service organisations,

business and employers in general and the wider community whose recognition and cooperation is central to our aims.

By signing up to the Carers Charter organisations will take a positive step in making Manchester the best city for carers and will be playing their part in making sure that carers are identified, recognised and supported and truly valued for all they contribute to life in our city.

Attached at Appendix 1 is a draft developed by the Carers Network in the course of local consultations which will be formally adopted by the Our Manchester Carers Board and promoted. Organisations will be asked to formally sign up, accompanied by an appropriate carer related event and to make individual pledges appropriate to their business sector. The relationships formed through this process will also be utilised to develop and promote the Carers Passport Scheme which we hope will bring discounted, leisure cultural and retail benefits to carers.

## **2.8 Development of a “Single Point of Contact” and revised assessment process**

There is a broad recognition that we can improve our engagement levels, establishing conversations with carers at a sufficiently early enough point in their caring journey is the key to making a real difference and of course sustaining those conversations to build resilience when challenges present.

We can estimate from our current data that we reach only between 5000 -10000 carers, a small proportion of the 42000 Manchester residents who reported additional caring responsibilities within the last census.

Social care engagement with carers is currently very process driven with initial contact channelled through a local authority Contact Centre with some basic triage and signposting where citizens do not appear to meet criteria. Referrals are then channelled into a formal “framework” assessment which dependent on circumstances will result in the allocation of a Carers Support Plan and Carers Budget at which point formal care management input will generally cease.

We intend to improve our case finding and reach out to carers. The number of assessments is historically low with at times lengthy waiting periods, whilst at the same time carers report diminishing satisfaction with information and service access.

Commissioners are in full agreement with the findings of the review, our assessment model is too narrowly focussed and more effective tiered conversations are required with carers through-out their journey. The review states, “Carers need to lead and shape the level of support to meet their needs and this would be more effectively delivered through Carers VCSE organisations working at community and neighbourhood level rather than through Manchester City Council’s structural approach”.

The Manchester Carers Network proposes a single point of contact for all carer related information, advice and support requests and referrals. A city wide carer –led

service which will provide an effective, highly visible and equitable offer of universal support to all unwaged carers – A First Stop ‘Shop’. The model would be built around one city wide contact phone line or help line (plus all the flexibility of electronic and social media channels for those who prefer), supported by a small team of trained advice workers and volunteers to triage calls and direct to the appropriate level of support needed by carers making contact. There will be a strong initial focus on “Let’s talk local first - How can I connect you to things that will help you with your responsibilities and get on with your life” as a prelude to three tiered conversational approach.

The majority of carers will require general information, advice, guidance and signposting and/or referral to appropriate carers support at neighbourhood level. General advice and support would be delivered as telephone based, online material, written or signposting/referral to a specific relevant support organisation or support group within the Carers Network e.g. Alzheimer’s, stroke, parent carers, Mental Health carers etc. within the Manchester Carers Network or via established links to other organisations and groups across the City who can support carers.

Beyond initial contact and triage the “Single point of Contact” will also have capacity to reach out and provide more intensive face to face support on a brief or extended casework basis via a small team of Carer Out-reach staff and volunteers embedded across the 12 neighbourhoods and linked to local GP Practices who will develop the tiered conversational approach utilising the supported self-assessment tool currently available on the Connect to Support platform and a simplified Carer’s Personal Budget process with appropriate development to ensure Care Act compliance. This will deliver small amounts of funding to support personalised solutions built around a carer’s personal situation which enable them to remain in control.

Carer Out-reach will also provide strong advocacy in support of carers when longer term or more intensive support is required with the tiered conversation building as in the following example:

**Conversation 1: initial contact**

“How can I connect you to things that will help you get on with your life - based on your assets, strengths and those of your family and neighbourhood? What do you want to do? What can I connect you too?”

**Conversation 2: when people are at risk**

“What needs to change to make you safe and regain control? How can I help make that happen? What do I have at my disposal, including small amounts of money and using my knowledge of the community, to support you? How can I pull them together in an emergency plan and stay with you to make sure it works?”

**Conversation 3: when long term support is needed**

“What is a fair personal budget and what are the sources of funding? What does a good life look like? How can I help you use your resources to support your chosen life? Who do you want to be involved in support planning?”

## **2.9 Manchester Investment Fund**

The Carers Network is currently finalising the detail plans and investment case which will support the establishment of a Carers First Point of Contact or One Stop Shop. This will be submitted to the Manchester Investment Fund at the next opportunity with a view to early development and urgent implementation. The approach will be developmental and carefully evaluated with the support of the Our Manchester Carers Partnership Group.

## **2.10 Summary and Timeline**

The actions detailed in this interim strategy will be further developed in partnership with the proposed Our Manchester Carers Partnership Group (which will be speedily established in shadow form), the Carers Network and wider stakeholders. It places our Carer Support Strategy on a firm and future-proofed foundation from which we intend to set an ambitious pace as we recognise that these proposals are long overdue.

We are currently building the case for investment in this strategy from the Manchester Investment Fund. This work will be completed by the end of July.

Further consultation will also take place across BAME groups and wider Communities of Interest to ensure that proposals and representation are fully understood and equitable. An Equality Impact Assessment is yet to be prepared.

Some issues which run across the Children and Adult boundaries require further discussion specifically in relation to Young Carers and Parent / Carer Support Groups within the special educational needs sector. Whilst the review is strongly supportive of a universal all-age carer support strategy, particularly from the perspective of managing child /adult transitions, we need to take a little time to ensure consensus and consider the detail with these carer groups.

The following table sets out the schedule for the development of the underpinning framework which will support the Our Manchester Carers Strategy. Full implementation is anticipated within a maximum twelve month period but precise dates remain subject to Manchester Investment Board approval:-

	Planned Actions	Lead	Dependencies	Target Timescale
Establishment of Our Manchester Carers Partnership Group & Annual Our Manchester Carers Forum	<ul style="list-style-type: none"> <li>- Establish Shadow Group</li> <li>- Agree Constitution / Terms of Reference</li> <li>- Inaugural Meeting of OM Carers Forum and launch of Carers Partnership Group</li> </ul>	<ul style="list-style-type: none"> <li>- Exec. Member</li> <li>- Group Members</li> <li style="text-align: center;">^</li> </ul>		
Development & Promotion of Our Manchester Carers Charter	<ul style="list-style-type: none"> <li>- Partnership Group to agree draft Charter</li> <li>- Inaugural Meeting of O M Carers Forum and launch of O M Carers Charter</li> <li>- On going Promotion &amp; marketing of Charter</li> </ul>	<ul style="list-style-type: none"> <li style="text-align: center;">^</li> <li style="text-align: center;">^</li> <li style="text-align: center;">^</li> </ul>		
Approval and adoption of Our Manchester Carers Strategy	<ul style="list-style-type: none"> <li>- Shadow Group to agree draft strategy</li> <li>- Inaugural Meeting of O M Carers Forum to comment</li> <li>- O M Carers Partnership Group to agree final draft</li> <li>- MCC Health &amp; Wellbeing Board Progress Report &amp; agree final draft</li> </ul>	<ul style="list-style-type: none"> <li>- Group Members</li> <li>- Exec Member</li> <li>- Group Members</li> <li>- Exec Member</li> </ul>		
Establishment of Single Point of Contact	<ul style="list-style-type: none"> <li>- Preparation and submission of Manchester Investment Fund Business Case</li> <li>- Preparation and approval of Development Plan</li> </ul>	<ul style="list-style-type: none"> <li>- Manchester Carers Network</li> <li>- Manchester Carers Network</li> <li>- Manchester</li> </ul>	<ul style="list-style-type: none"> <li>- Progress subject to MIF funding approval</li> <li>- Range of workstreams including connection</li> </ul>	



	- Launch of Service	- Carers Network	to Micare Framwork.	
Development of Yellow Card Referral System	- Complete consultation & design	- Manchester Carers Network		
Development of Central Carers Database	- Complete consultation & design	- Manchester Carers Network	Subject to discussions with NHS and linkages with GP Registers & GDPR requirements.	
Development of a Carers Passport / Emergency Card / Discount Card	- Consultation - Design/Development - Soft Launch	- Group Members - Carers Network - Carers Network	Will require progressive development of Functionality & commercial buy-in.	
Development of revised three conversations / supported self-assessment model & Carers Personal Budget Model	- Scoping and Project Design - Agile testing period - Stage 1 Implementation	- Carers Network/LCO ^ ^	Complex range of workstreams will require agile testing to run alongside current assessment system until signed off.	
Development of Carer Break Offer	- Re-scoping of GM TF Project - Re –submission for approval - Launch of revised offer	- Lead Commissioner ^	Consultation workshop planned 10/07/2018  Subject to GMHSC approval	

### **3. Recommendations**

To consider and comment upon the content of this report.

## Appendix 1:

### A “Draft” Carers Charter for Manchester

In Manchester, all carers have a right to be respected, valued and supported, equally in their caring role, as experts for their cared for and as individuals in their own right.

**Manchester City Council, NHS, Local Care Organisation, and Voluntary & Community organisations** are committed to working together in partnership to provide the best quality support for all Manchester carers.

A carer is someone of any age who supports, **unwaged**, a relative, partner or friend who due to physical or mental illness, disability, frailty or addiction could not manage without that support.

#### **In Manchester, you can expect –**

- To be identified as a carer as early as possible, be informed, be respected and included by health and social care professionals.
- To have choice and control about your caring role, get the personalised support you need as a carer to meet you and your family’s needs.
- To be able to stay healthy and well yourself, and for your own needs and wishes as an individual to be recognised and supported.
- To be socially connected and not isolated.
- To be supported to fulfil educational and employment potential, and where possible in maintaining employment.
- If you are a young carer or young adult carer, to be supported so you are able to thrive and develop educationally, personally and socially, and you are protected from excessive or inappropriate caring roles.

#### **Manchester Carers identified key factors as important to their caring roles:-**

**Support and solidarity** - quality carers support and groups working well

**Resilience** – empowerment to adapt to significant sources of stress

**Family** – recognition of importance of support from families

**Time for me** – importance of ‘respite’ in its widest sense

**Being listened to** – active listening without prejudice by ‘professionals’ & others

**Doing things differently** – taking control of themselves as not one size fits all

**Cultural/Spiritual** – understanding of people’s belief systems.

#### **In Manchester, we will commit to work together in partnership to –**

- Ensure that all Carers and their families receive the right support, at the right time, in the right place, including when caring ends.
- Empower and support all Carers to manage their caring roles and their life outside of caring, ensuring their independence and physical and mental health.
- Respect all Carers’ right to decide and choose in relation to how much care they will provide and respect all Carers’ decision about not providing care at all
- Ensure all Carers will be respected and listened to as expert care partners and will be actively involved in care planning, shared decision-making and reviewing services.
- Ensure all carer have a right to access to training & learning to support their caring role.

## MANCHESTER CARERS SERVICES REVIEW AND STRATEGIC APPROACH TO DEVELOPING AN OUR MANCHESTER CARER FRIENDLY CITY

### EXECUTIVE SUMMARY

#### Background

Based on the findings from the recent consultation with carers, stakeholders and a review of local, regional and national research and evidence base, Manchester Carers Network have developed a new service delivery model for carers services for Manchester – **Our Manchester Carers Network Service**. The model for carers support delivery reflects the Our Manchester principles of being rooted in communities and based on an asset and strength based approach; leading to the development of an **Our Manchester Carer Friendly City**.

**Our Manchester Carer Friendly City** - the proposed model for an Our Manchester Carers Network Service includes -

#### *Identification*

Promoting the identification of carers across all organisations and communities with referral to a 'first stop shop' for information, advice and support. Provision of awareness raising training to improve identification of carers by front line staff with clear onward referral routes. Introduction of a 'Yellow Card System' for Identification and Referral

#### *Information and advice*

The 'first stop shop' will provide a **comprehensive, accessible universal** information and advice service, available to anyone who is an unpaid carer with robust pathways to appropriate support.

#### *Assessment*

Using the 3 conversation model of assessment initially to working in partnership with carers using an asset based approach with statutory assessments used to link to more complex needs and using Liquid Logic to connect to social care records. Carers will have information and support to access the most appropriate provision on city-wide locality and neighbourhood footprints.

#### *Support*

Increasing and improving the range of support services enabling carers to improve their situation and maintain their caring role with specific emphasis on those who may find access to services a challenge.

**Universal support:** Information and advice and access to group support / peer support and training.

**Tailored support:** Time limited interventions for carers with greater needs

## INTRODUCTION -

### **A Manchester City Council commitment to co-production with Carers & Statement of Purpose**

Manchester City Council have demonstrated a commitment to co-production with carers and key stakeholders, in line with Our Manchester, to review the provision of services, support and opportunities available for 'unwaged' carers in the city of Manchester. Gaddum Centre as the coordinating organisation for the Manchester Carers Network have been engaged to undertake a review and develop a potential strategic approach to provision of carers services and support in Manchester. This is not just about people going directly to services but using a strength / asset approach in local communities and neighbourhoods.

- *To position the needs and contribution of carers utilising an **Our Manchester co-produced approach** to achieve Manchester Locality Plan goals.*
- *To emphasise the **value of the Carer contribution** and to strengthen the position of Carers within the Locality Plan with a case for additional investment.*
- *To establish a **map for the development of Carer Support Services**, both universal and targeted, in support of the Locality Plan.*
- *To position carers as central to **Local Care Organisation** delivery model.*

### **Care Act 2014**

The overarching principles of the Care Act in respect of unpaid carers are to identify carers as early as possible, assess their needs and support them to maintain their caring role for longer, preventing, reducing and delaying the demand on statutory services.

The Act promotes taking a 'whole family' approach to supporting carers, those they care for and other family members.

The Act puts Carers on an equal legal footing with those they care for. It requires authorities to provide

- **Information & Advice**
- **Assessment**

For those assessed as having eligible needs, authorities are required to provide

- **Advocacy**
- **Personalised Budgets**

The Act also makes specific provision for Young carers aged 16/17 in the **transition** from children's to adult's services

The proposed model for future carers services in Manchester will support the achievement of these aims through -

## ***Identification***

Promoting the identification of carers across all organisations and communities with referral to a 'first stop shop' for information, advice and support. Provision of awareness raising training to improve identification of carers by front line staff with clear onward referral routes. Introduction of a 'Yellow Card System' for Identification and Referral

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***Universal support:*** Information and advice and access to group support / peer support and training

***Tailored support:*** Time limited interventions for carers with greater needs

## **Consultation and engagement with Carers**

In line with the **values and ethos of Our Manchester co-production**, Gaddum Centre undertook the following consultation and engagement methods:

1. *A 'Survey monkey' consultation with carers through Manchester Carers Network organisations and partner organisations supporting carers on 'Top 3 important issues to carers'*
2. *Carers consultation events using an **appreciative enquiry** approach across 3 localities North, South and Central*
3. *Internet Consultation survey with key stakeholders eg Manchester City Council, MHCC, CMFT, GMMHT*
4. *Attendance, presentation and engagement at key stakeholder meetings*
  - a. *Manchester City Council Overview & Scrutiny Committee*
  - b. *Carers Care Managers meeting*
  - c. *Young Carers Operational Board meeting*

- d. Manchester Carers Network meetings including small task & finish group
      - e. Greater Manchester Strategic Oversight Group on Carers meetings
5. Research, visits and meetings:
  - a. Three conversations model for assessment - Trafford carers Centre
  - b. 1<sup>st</sup> stop shop & yellow card model – Carers Leeds
  - c. Shared Lives model – Rochdale & North Wales
  - d. Emergency plan – Lancashire & Rochdale
6. Mapping of Young Carers & Young Adult Carers current provision in Manchester City Council area
7. Consultation with Young Carers & Young Adult Carers

The views, ideas, and experiences of carers have been used to inform the review of carers services in Manchester and the development of an Our Manchester Carers Network Development Plan with a focus on a single point of access and a place based support embedded within neighbourhoods.

The proposed model will encompass robust identification, resilience & empowerment, combatting isolation, advice & guidance, skills & training, support for employment, and health & well-being. Any delivery model of support for carers needs to be inclusive of all carers including parent carers, carers in mental health and learning disability settings, young carers and Young Adult Carers.

There needs to be **provision** not just across geographical footprints but also to **communities of both identity and interest**.

There needs to be **commitment to greater responsibility within VCSE organisations to develop, lead, and undertake the delegated responsibility of the Care Act** to deliver assessment and support to meet the needs of carers across Manchester.

## **PROPOSED DRAFT - Carers Manifesto(Charter) for Manchester**

In Manchester, all carers have a right to be respected, valued and supported, equally in their caring role, as experts for their cared for and as individuals in their own right.

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- If you are a young carer or young adult carer, to be supported so you are able to thrive and develop educationally, personally and socially, and you are protected from excessive or inappropriate caring roles.

### **Manchester Carers identified key factors as important to their caring roles:-**

**Support and solidarity** - quality carers support and groups working well

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**Time for me** – importance of 'respite' in its widest sense

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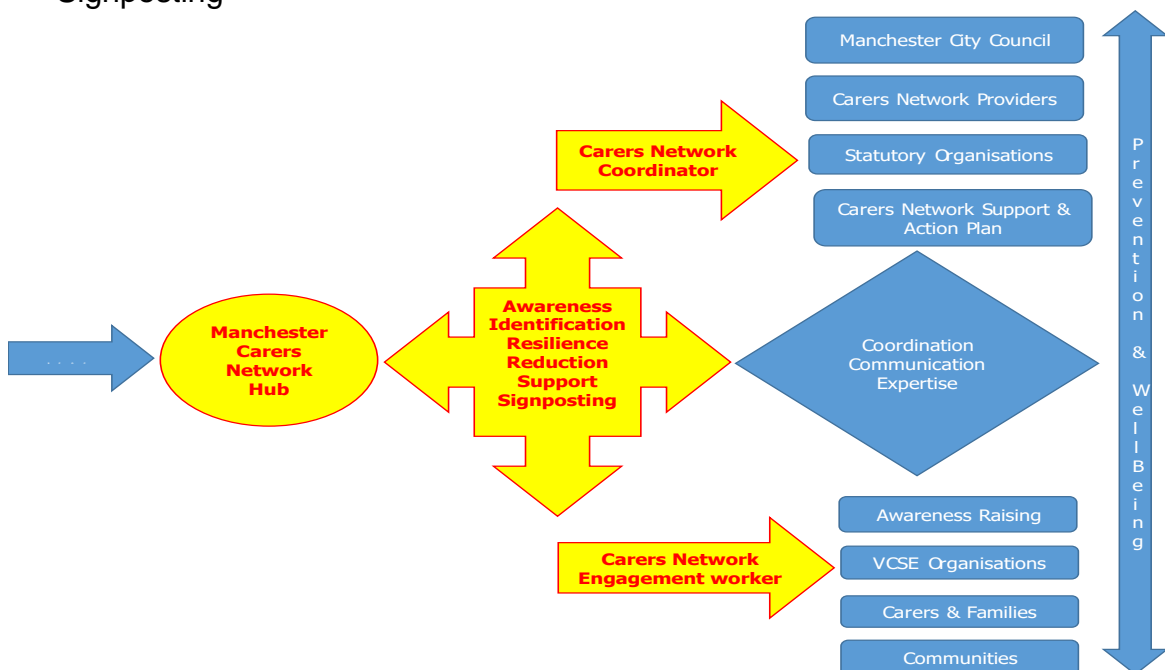
**CONTEXT –**

**Overview of current provision**

**Manchester Carers Network** was established in 2015, following consultation between Manchester City Council and VCSE organisations commissioned to provide carers support. In 2106, Gaddum Centre were commissioned to set up a Manchester Carers Network Hub (MCNH) to improve coordination, communication and more effective signposting between network members and developing a single point of contact (for information and resources) (SPOC) for VCSE carer organisations and the statutory sector through a dedicated website.

(Appendix B)The model was based on compliance with Care Act 2014 guidance :-

- Awareness
- Identification
- Resilience & Reduction
- Support
- Signposting

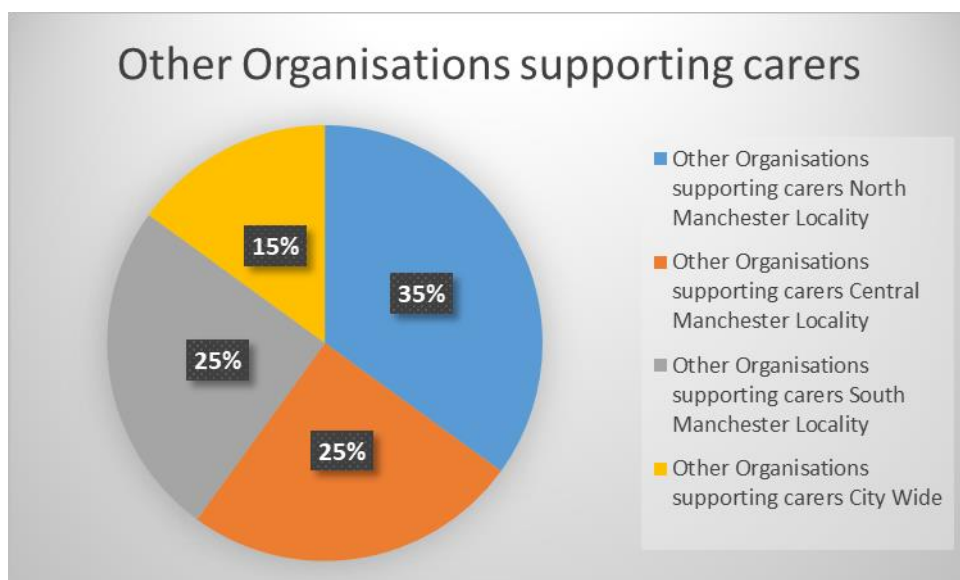


MCNH has established a dedicated website with downloadable material and developed a social media presence for dissemination of information. It has also established a newsletter to which all Care Network Providers contribute to raise awareness on carers’ activity and support. Manchester Carers Network meetings are held bimonthly and are well attended by most Network members for updates and sharing of information. Some Manchester Carers Network organisations are now working collaboratively to improve support to carers in areas where there are gaps.

Gaddum Centre through Manchester Carers Network are commissioned by Manchester Health and Care Commissioning to provide training and development for carers between 2017 and 2020.

### Gap analysis

Manchester Carers Network carried out a comprehensive mapping of both carers support organisations and organisations that can support carers in 2016, which was further updated. The mapping shows that carers support organisations are primarily delivering in the Central Locality, whilst other organisations offering support to carers are more evenly spread across Manchester. There is a perception within Manchester Carers Network organisations and carers themselves that provision in the North Locality is most lacking.



### Summary of Feedback from consultation and engagement *Carers consultation events*

Manchester Carers Network organised a series of carer consultation events in January and February 2018, to gather qualitative input from carers face to face:

- Three area-based workshops (one in each of north, central and south Manchester)
- Two workshops with BAME organisations (one for South Asian carers and one for carers in the Chinese community)
- Other individual stories contributed by carers who are supported by Carers Network Members

The consultation was developed and delivered under the working title ‘*You know where to go and you feel helped*’. All events were independently facilitated asking carers to share stories about what keeps them going. The seven key areas were identified:

- Support and solidarity
  - *Most carers related stories showing the vital role support plays for themselves and/or people they care for. Support was identified as coming from family, friends, professionals and support organisations. At its best, support covers a wide range of carers needs:*
- Resilience
  - *Resilience described the process of adapting well in the face of adversity, trauma, tragedy, threats or significant sources of stress. This is often hard-won for carers who also experience frustration, desperation and the sense of having to ‘fight’*
- Family
  - *The support of/from family members was identified as being vital for many individual carers in a number of areas including:*
    - *in day-to-day caring (e.g., sharing some of the tasks involved)*
    - *in discussing and finding solutions to complex problems*
    - *and in maintaining contact with other people*
    - *stimulation/ visits to look forward to*
- Time for me
  - *The importance of ‘respite’ in its widest sense was repeatedly highlighted in carers’ stories. For a lot of carers, this comes from the time they spend at their local carers’ drop-in centre – talking, letting off steam, or taking part in activities.*
- Being listened to
  - *Carers spoke of the benefits of feeling ‘listened to’ by professionals, service providers and support organisations. Several carers’ stories highlighted the hugely positive impact on them when health professionals and others had simply listened, showed they cared or been helpful in talking about things.*
- Doing things differently
  - *The idea that things can be different, can be done differently, or recognising that things have changed and require different thinking – were mentioned in some carer stories as catalysts for change.*
- Cultural/Spiritual
  - *For some carers, their stories described how their outlook on caring and on life was shaped by cultural, spiritual, religious or philosophical values.*

### ***Carers Online Consultation***

An online survey for carers using 'Survey monkey' was designed and developed by the Manchester Carers Network task & finish group running from December 2017 to February 2018. Key points from the survey identified The most important wishes for the big majority of carers were:

- Getting services/support for the person or people they care for
- Being able to look after their own health and wellbeing as a carer
- Knowing where to go or who to contact for services or help
- Getting a break from caring

The survey also asked carers to add any other comments. Several carers outlined the many stresses and strains involved in a range of caring situations. One carer suggested more local carer groups would help, whilst another reported online communications can present challenges. Two carers identified the need for employment (for themselves or the person they care for) and for employers to be carer-responsive.

### ***Online stakeholder consultation***

An online survey for stakeholders particularly focusing on statutory sector organisations or organisations who may support carers as part of their wider service delivery. The Manchester Carers Network Task & Finish group developed and designed the survey, which was open for consultation between December 2017 and February 2018. Respondents identified the most important issues for carers as:

- knowing where to go/who to contact for services or help
- the carer being able to look after their own health and wellbeing (including mental wellbeing)
- emotional support
- getting a break from caring

Respondants also stated the most effective method for carer identification was mainly at first contact, by talking to family as well as the 'patient', or by asking if the person is a carer. Also highlighted was availability of information in a range of settings and raising awareness of carers and caring.

When asked about the most useful types of carer support, information and signposting were identified as key and also talking to, listening to and being available for carers. A menu of tailored support was suggested.

It was identified that organisations were **most likely** to provide signposting, information and referrals and **least likely** to provide carer-friendly services (eg annual health checks), carers drop-in sessions, or carers health and wellbeing sessions.

When asked how to improve information and advice for carers, respondents cited the quality, extent and format of information for carers, as well as how and where it is disseminated.

## ***Young Carers Consultation Results***

The number of young carers in Manchester is unknown. The 2011 census showed 1,138 young people aged 1 to 15 years old and 4,523 aged 16 to 24 years old providing unpaid care. Research for Manchester City Council has estimated at least 16,000 young carers in the city.

There is only one funded organisation providing support for young carers has limited capacity and is funded to work only with 13-18 year age group. There is some very limited provision for young adult carers through separate funding pots.

Young carers have identified the main issues affecting them and the kind of steps needed to help tackle those issues and to improve information and support for young carers. The 'Be Bothered' campaign from Manchester Young Carers Group sets out in detail the issues and solutions including the views of young carers in schools groups:-

- Young carers face considerable stress, not only from the challenges which their caring role can generate, but also from juggling caring with education, from isolation from peers, and from worries about what might happen if 'the authorities' get involved.
- Some young carers may value in their caring role and feel patronised if professionals dwell on the negative aspects of caring.
- Young carers value the support received through school, it can be a place where they get useful information, support, opportunities for a break, and more.
- There are a range of things which would really help them – more trips (to get a break), more opportunities to meet other young carers and/or to do music, going out, etc., opportunities to talk with others (including adults), financial support for carers age under 16, and spreading the word about young carers and about the be Bothered campaign
- There are good examples of information and support for young carers, but these are limited and indicating the majority of young carers are unlikely to have access to information and support.
- Stakeholders, particularly those working with young carers, have highlighted the need to better coordinate young carers' information and support and also to increase the information and support available.

## ***Desk Based Research***

An analysis of key local carers studies, associated policies and strategies was undertaken (details in Appendix X). The two main themes emerge from the research are:

- Recurrent issues
- Gaps or areas for improvement.

#### *The recurrent issues*

- Carers have highlighted how intensive the caring role is, and how it takes its toll on the health and wellbeing of most carers.
- Communication and information. Nearly half (49%) of carers say information and advice is hard to find.
- The role of GPs, other health professionals, and of others is shown to be central, but people carers currently have widely varying experiences, from very good to very poor
- Challenges of accessing services and support.

#### *The Gaps and Areas for Improvement:*

- Identification of carers.
- There are a range of groups and communities where either provision is patchy, with biggest gap being for young carers and young adult carers and also LGBTQ and BAME carers
- Current mapping points to a lack of consistent provision both across the city and in neighbourhoods.
- Some carers have suggested a single point of contact or 'hub' to access not only support from carers organisations but also a range of other services, saving time and frustration.
- An underpinning theme of feedback and qualitative research is the quality of provision for carers.

The desk based research reflects the findings and results from the carers consultation events using an appreciative enquiry approach, the online carers 'survey monkey' findings and with stakeholders online survey.

## **FULL REPORTS IN APPENDIX C**

## **OFFER - An Our Manchester Carers Network Development Plan**



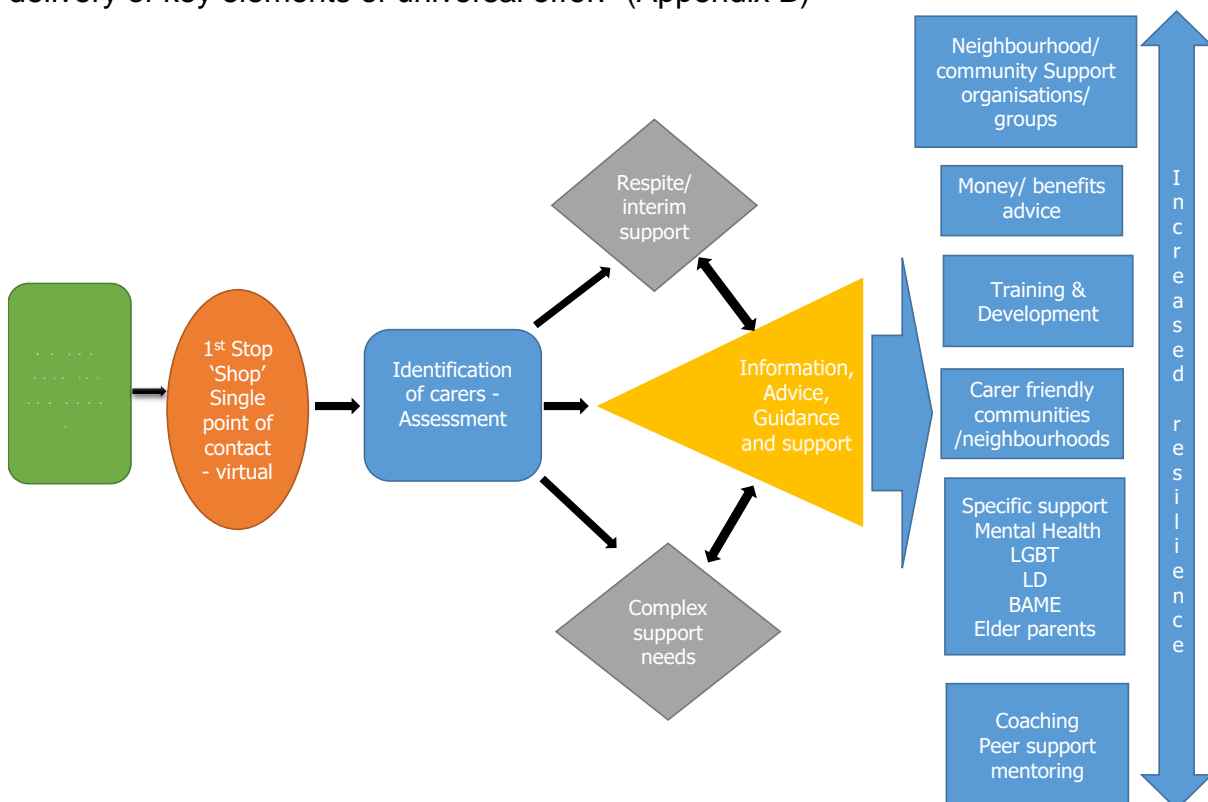
### Carers pathway – universal offer

In line with the universal offer outlined in Greater Manchester Commitment to carers and Charter, the Universal Offer for carers in Manchester is embedded in the proposed Manchester Manifesto/Charter for Carers.

#### In Manchester, you can expect –

- To be identified as a carer as early as possible, be informed, be respected and included by health and social care professionals.
- To have choice and control about your caring role, get the personalised support you need as a carer to meet you and your family’s needs.
- To be able to stay healthy and well yourself, and for your own needs and wishes as an individual to be recognised and supported.
- To be socially connected and not isolated.
- To be supported to fulfil educational and employment potential, and where possible in maintaining employment.
- *If you are a young carer or young adult carer, to be supported so you are able to thrive and develop educationally, personally and socially, and you are protected from excessive or inappropriate caring roles.*

The Manchester Carers Network Task & Finish Group developed a pathway for delivery of key elements of universal offer:- (Appendix B)



#### Proposed Model for Carers Support Delivery

Based on the findings from the recent consultation with carers, stakeholders and a review of local, regional and national research and evidence base, Manchester Carers Network have developed a new service delivery model for carers services for Manchester. Our model for carers support delivery reflects the Our Manchester principles of being rooted in communities and based on an asset and strength based approach. It also reflects the work of Greater Manchester Strategic Oversight Group on Carers for a universal offer for all unwaged carers across Greater Manchester.

*A similar model is being used by the carers service in Leeds and is nationally acclaimed.*

**Our Manchester Carers Network Service** proposes a single point of 'access' into a city wide service to *ensure equity to a universal offer of support for all unwaged carers – A First Stop 'Shop'*. The model would be one city wide contact phone line, supported by a team of trained advice workers to triage calls and direct to the appropriate level of support needed by carer making contact. The advice line/centre would be coordinated by a Team Leader and supported by volunteers.

The majority of carers will require general information, advice, guidance and signposting and/or referral to appropriate carers support at both citywide or neighbourhood level. General advice and support would be delivered as **telephone based, online material, written or signposting/referral** to specific relevant support organisation or group e.g. Alzheimer's, stroke, parent carers, Mental Health carers etc.

The Manchester Carers Network organisations already support both in geographical localities/neighbourhoods and communities of identity or interest and have further links to other organisations and group who can support carers. Although as mapping demonstrates there are gaps across the city.

Across Manchester Carers assessments would be undertaken, using the **three conversations model approach** and undertaken by carers support worker staff coordinated by a Team Leader for Communities. This would ensure more continuity of contact with carers support workers and focus specifically on carer whilst ensuring account of family needs. Carers Support workers will become 'Trusted Assessors' ensuring better integration with statutory services and a joining up of carers pathway, and using Liquid Logic to connect to social care records. A carers support plan would be developed based on appropriate provision particularly at community and neighbourhood level.

In recent satisfaction surveys and in consultations, carers have reported increasing **dissatisfaction with Local Authority** service as the delivery model is too rigid with a fixation on budgets, and 'not enough time' for carers as the focus is on the 'cared for'.

### ***The three conversations model for assessment: how it works***



The “three-conversations” model aims to create a new relationship between professionals and people who need support, providing a graded process of conversations aimed at helping people lead independent lives, with traditional support packages offered only when other options have been exhausted. This model for assessment supports carers using a **strength / asset based approach**.

**Conversation 1: initial contact**

“How can I connect you to things that will help you get on with your life – based on your assets, strengths and those of your family and neighbourhood? What do you want to do? What can I connect you to?”

**Conversation 2: when people are at risk**

“What needs to change to make you safe and regain control? How can I help make that happen? What do I have at my disposal, including small amounts of money and using my knowledge of the community, to support you? How can I pull them together in an emergency plan and stay with you to make sure it works?”

**Conversation 3: when long-term support is needed**

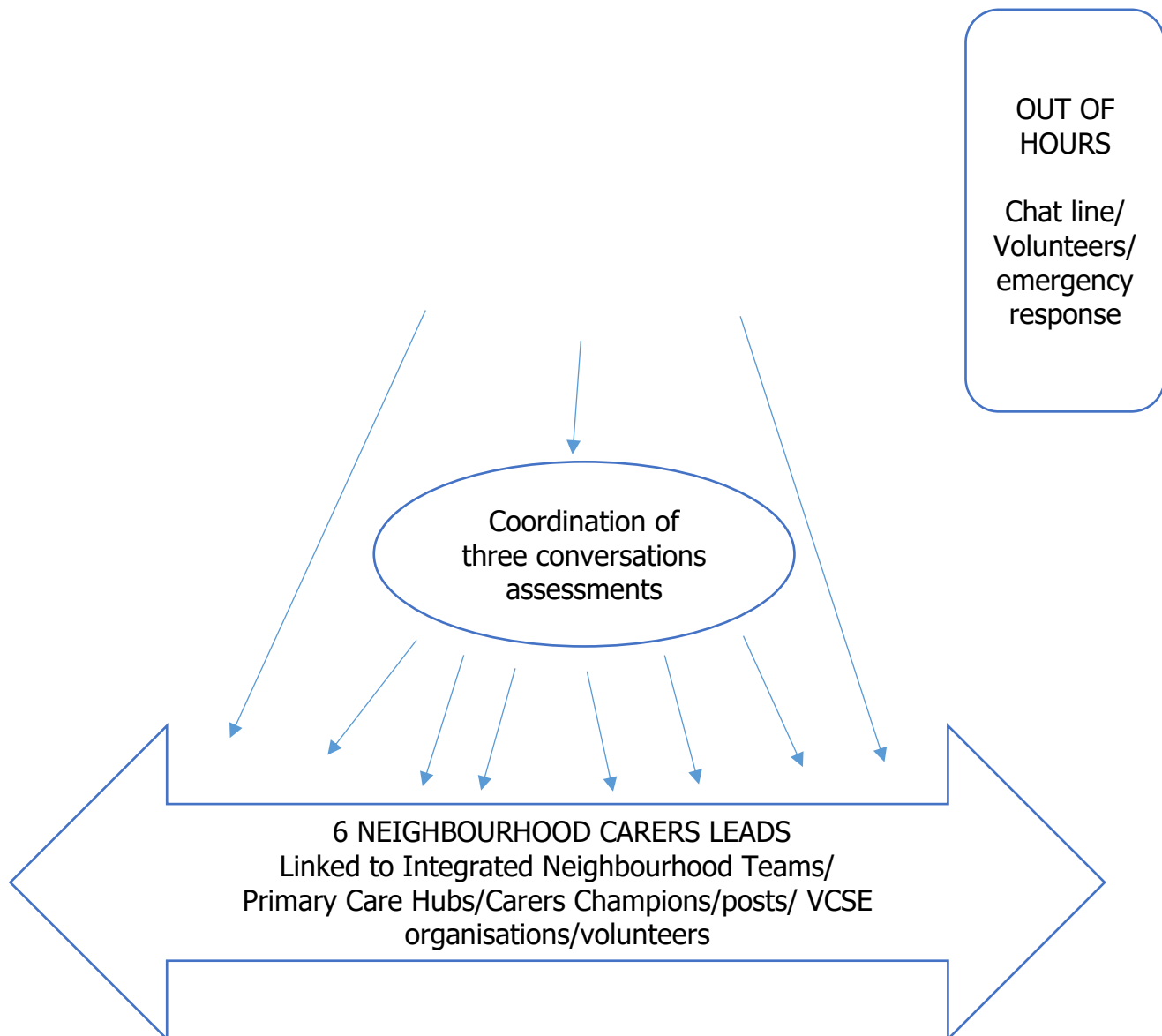
“What is a fair personal budget and what are the sources of funding? What does a good life look like? How can I help you use your resources to support your chosen life? Who do you want to be involved in support planning?”

At **neighbourhood level**, there will be a network of both existing carers support organisations and organisations who may support carers and an identification of gaps where capacity needs to be increased to support community resilience. Increased community capacity will be in both geographical localities/neighbourhoods and communities of identity or interest, in particular the mapping consultations have identified **gaps in north locality** and with **BAME & LGBTQ communities**.

Carers need to **lead and shape** the level of support to meet their needs and this would be more effective delivered through VCSE organisations working at community and neighbourhood level than through Manchester City Council structural approach. The three conversations model for assessments should become the recognised assessment structure across Manchester to ensure compliance with Care Act.

Model in also Appendix B

FIRST STOP SHOP  
Single Point of  
access



Manchester Carers Network also propose the adoption of the **'Yellow Card' system** for identification of carers. In Leeds, GPs and practice staff use this system to identify carers. The yellow card is in 2 parts, if a carer is identified one half is completed and sent 'free post to Carers Service 1<sup>st</sup> stop shop to be processed through triage system. The carer **must** be added to **GP Carers register** to enable access primary care support and benefits e.g. health checks etc. The other half of card is torn off and given to the carer with information and contact details for Carers Service, to ensure they can make contact themselves if necessary. Manchester Carers Network propose this system is adopted and extended further to other community based services or organisations to ensure increased identification of carers across the city.

GP's

Primary Care Staff

***Additional 'support' packages***

### **‘Emergency Card’ –just in case**

Peace of Mind for Carers contingency plan - supports carers to create a contingency care and support plan, which can be activated and provided to the person cared for, in the event carer is unable to carry out caring role in an emergency e.g. delay due to traffic or transport breakdown, medical appointment etc.

Access to a Sitting in Service where a volunteer is matched with to person cared for to provide a short break from caring role

“My mother has dementia. When I’m not at home she tends to walk out of the house. On the advice of my sister we got this device. It’s by the front door, it has my voice recording stored in it. It’s activated if she’s going to go out of the door, she hears my voice reassuring her she doesn’t need to go outside. It also helps her take herself to bed rather than fall asleep on the sofa. It gives me and the rest of the family reassurance for when we are not there with my mum.” (Sid)

#### *Assisted technology*

Further exploration and utilisation of existing provision to meet carers and cared for needs and improve quality of life rather than focus on value for money and cost saving.

Connect to Support platform for pre- assessment.

### **Care at Home**

Shared Lives model –North wales, Rochdale  
Adult Fostering model

**Personal Budgets** - A personal budget approach adopted i.e. putting budget, choice and innovation under the control of the carer & cared-for person with appropriate support & brokerage.

**Respite** - Emphasis on the positive contribution of caring and the rights of carers to recognition & community support. This will include an entitlement to information, advice, training, peer support and to regular “carer breaks” - as opposed to the negative concept of “respite”. A need to broaden the concept beyond the traditional residential based models of alternative care and enable Carers to access wider quality of life opportunities.

Neighbourhood extra care sites for overnight stays for family respite

My Time model - available in Liverpool with access to cheap hotel rooms and entertainment tickets

**In – reach to Hospitals** – enhanced support for discharge from admission – current pilot at Salford Royal Hospital.

### **PROPOSAL –**

### ***Organisation/provider structure***

To deliver the proposed service delivery model for carers services across Manchester, a more robust organisational structure will be required. The current form of Manchester Carers Network has been a useful starting point to coordinate present provision for carers. However, it is not intended to deliver a universal offer across all carers needs there are gaps and lack of cohesion between different parts of system, and inequity of access across the city.

The **Lead Provider Organisation** would deliver overall strategic development and operational management of the **Our Manchester Carers Network Service** as an accountable body providing quality assurance, governance & HR support, commissioning and procuring to increase community capacity and resilience, finance and budgets, data and performance monitoring. In line with Our Manchester principles and Greater Manchester commitment to outcomes based commissioning, the Lead Provider could be a larger VCSE organisation with a robust governance structure and organisational functions.

### ***Proposed Staffing Structure***

13 posts across Manchester.

#### *Lead Provider organisation –*

- Service Development Manager,
- Team Leaders x 2 –
  - Communities & Assessment
  - Volunteer Coordinator
- Advice line workers x 3
- Administrator.
- Community Engagement Workers x 6 -
  - Working across neighbourhoods, communities of identity and interest and linking to Integrated Neighbourhood Teams. These post would also link with existing Manchester Carers Network organisations and other organisations supporting carers.



### ***Potential outline costs & current funding***

Organisation infrastructure for proposed new model – approximately £500k

Current costs of commissioning Manchester Carers Network - £??

Addition costs for increasing community capacity - £150k??

Manchester City Council contact centre & carers care managers – circ £250k??

Greater Manchester Transformation fund money for home care provision

Manchester Health Care Commissioning training and development funding and for Manchester Carers Centre as additional available funding pot. £1.5million from 2018-21

### **Use of Carers Personal Budgets and move towards personalisation funding**

#### ***Cost benefit analysis – outcomes and economics of caring***

Manchester Carers Draft Strategy 2015- 2018

“It is estimated that over 42,000 Manchester residents are adult carers. Research in 2010 by Morris Hargreaves McInyre “Everyone should learn about young carers” found that 18% of young people in Manchester had caring responsibilities. If the figure of 18% is used, then using census data of 93,704 young people aged between 5 and 19, this would give an estimated number of young carers of 16,866 city wide. However, only a small proportion of this cohort is in receipt of direct or indirect support from public services.”

Valuing Carers 2015: The rising value of carers’ support Carers UK states that in Manchester there were 45,272 adult, an 8% increase since 2011.

If the estimated numbers of adult carers, have continued to increase by 2% per annum as indicated by Carers UK survey, the **estimated number of unwaged adult carers in Manchester in 2018 could be 48,000.**

**Total number of adult and young carers = approximately 65,000**

Assuming a minimum investment into carers support services for adults of £500,000, the cost per carer per annum would be approximately £10.50

<b>Economics of caring – value of unwaged carers</b>	
The cost per carer per annum	£10.50
Average annual cost of residential care home if cared for admitted (NW average cost/MCC rate)	£25,000
Average cost of older person's stay in hospital (King's Fund average stay for Manchester x average inpatient cost per day)	£4,000
Earning potential of carer per annum (based on MMW & 16hrs per week)	£6,500

***Key Issues for Consideration.***

- Adoption of 3 conversations model to assessment
- Lead provider and anchor organisations model within VCSE sector with SLAs for service provision and sub contracts.
- Carers Personal Budgets as integral enablers
- Implications for Manchester City Council staff e.g. Carers Care Managers & contact centre staff
- Local Care Organisation early involvement in discussions and plans
- Integrating both Young Carers and Young Adult Carers as part of pathway including access through first stop shop
- Assisted technology – see carers stories in Appendix XX
- Neighbourhood extra care sites for overnight stays for family respite
- Sleep in service
- Links to Age Friendly Manchester & Ambition for Ageing
- In Reach to Hospital similar to enhanced care project in Salford Royal Hospital will need NHS funding



## List of thanks, contributors, & references

1. All the carers in Manchester who gave their time to consultation and engagement
2. Manchester Carers Network organisations in particular, Manchester Carer Forum, Wai Yin, Lifted and LMCP
3. Paul Woolley Manchester Carers Network coordinator for undertaking desk based research
4. Judith Emmanuel & Glyn Meacher for undertaking the carers consultation events.
5. David Williams Chief Executive Manchester Carer Forum
6. What is an Integrated Neighbourhood Team (INT)? Reference paper
7. Valuing Carers 2015: The rising value of carers' support Carers UK University of Leeds Sue Yeandle, University of Sheffield
8. We care, our care – Being a Carer in Manchester Carers Survey Feedback Report, May 2015 (Manchester Carers Forum/Manchester CCG)
9. Personal Social Services Survey of Adult Carers in England, 2016-17 (Manchester)
10. Feedback from MCN Carers event Friday 25th November 2016
11. Manchester Carers JSNA 2017
12. Manchester Carers Network Mapping Report
13. Manchester Locality Plan
14. Our Manchester Strategy - 2017
15. Manchester Joint Health & Well Being Board Strategy
16. National Carers Strategy under development but informed by key facts from Carers UK
17. Carers consultation feedback from:
  - a. Carers Rights Day (Manchester Carers Network)
  - b. Carers Week event (Manchester Carers Network)
  - c. Carers Health & Well Being survey (Manchester Carers Forum)
18. Manchester Carers Network Development day
19. Manchester Carers Network Action Plan
20. Greater Manchester Strategic Oversight Group on Carers Commitment to Carers, Charter & Action Plan
21. National Carers Survey Report 2016-17 – Manchester
22. Gavin Williams Chief Executive Trafford Carers Centre
23. Val Hewitson Chief Executive Leeds Carers Service



**Appendix A: -  
Action Plan**

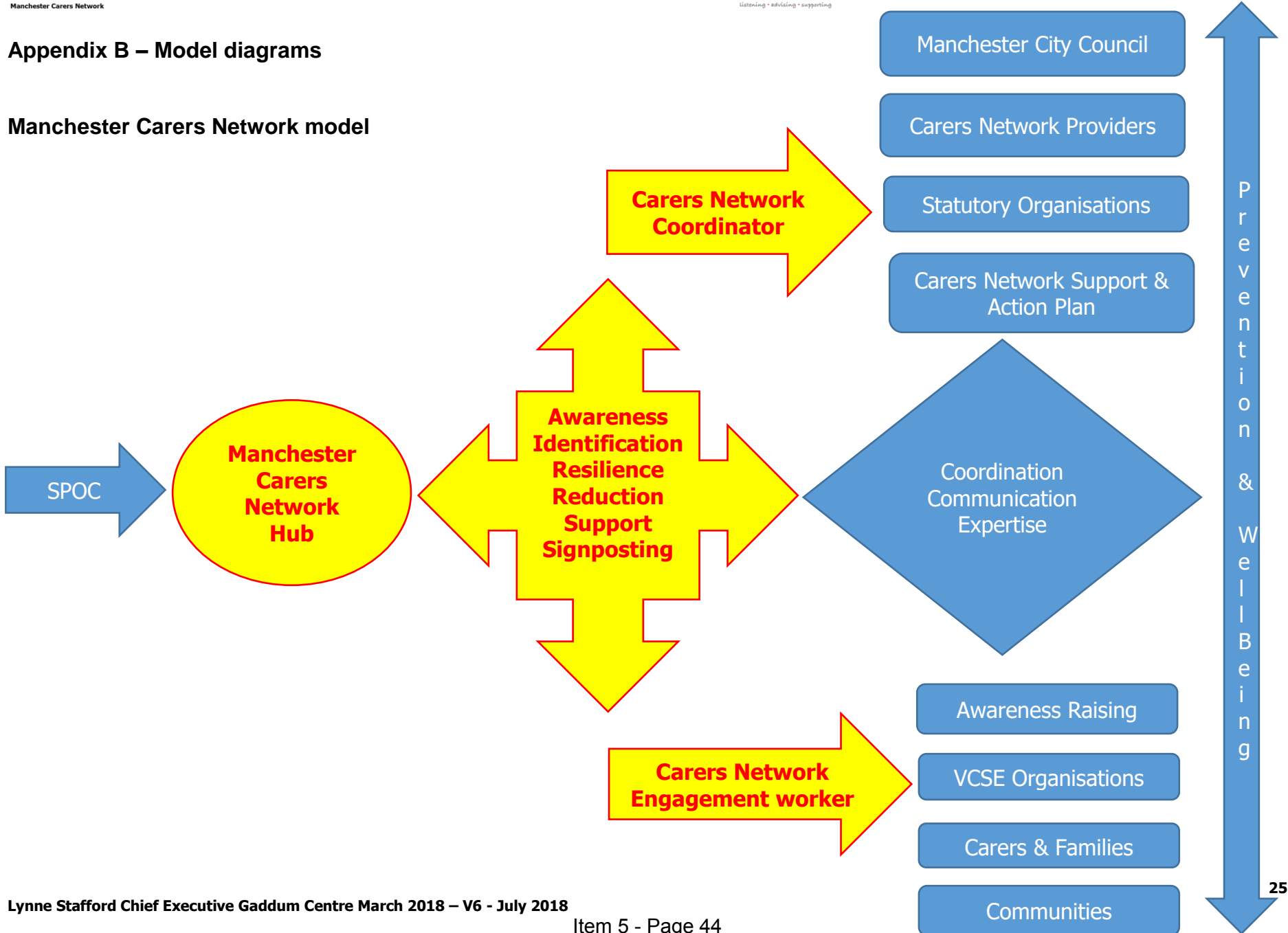
<b>Issue</b>	<b>Action</b>	<b>Responsibility</b>	<b>Timescale</b>
<b>Cost Benefit Analysis</b>	Comparative costs and savings of new model against existing provision with social value	Manchester City Council Manchester Carers Network	July 2018
<b>Greater Manchester Transformation Fund</b>	Explore innovative options for home & domiciliary care including cost benefit analysis	Manchester City Council Manchester Carers Network Manchester Health Care Commissioning	July 2018
<b>'Emergency response'</b>	Analyse financial & resource implications of Peace of Mind 4 Carers	Manchester Carers Network	July 2018
<b>Alternative Respite Provision</b>	Detailed Analysis of financial & resource implications of Shared Lives, Adult Fostering, Personal Budgets, personalisation and My Time.	Manchester Carers Network Manchester City Council Manchester Health Care Commissioning Greater Manchester Mental Health Trust	July 2018
<b>Mapping of all provision &amp; identification of specific gaps</b>	Further mapping of potential support organisations at locality & neighbourhood level. Focus on BAME & LGBTQ provision	Manchester Carers Network	September 2018
<b>Our Manchester VCSE funding</b>	Support for VCSE organisations to ensure governance and compliance for continuation of funding.	Manchester Carers Network	December 2018
<b>Approval of proposed model &amp; funding</b>	Manchester City Council Manchester Health & Well Being Board ????	Manchester City Council Manchester Health Care Commissioning Greater Manchester Mental Health Trust	September 2018



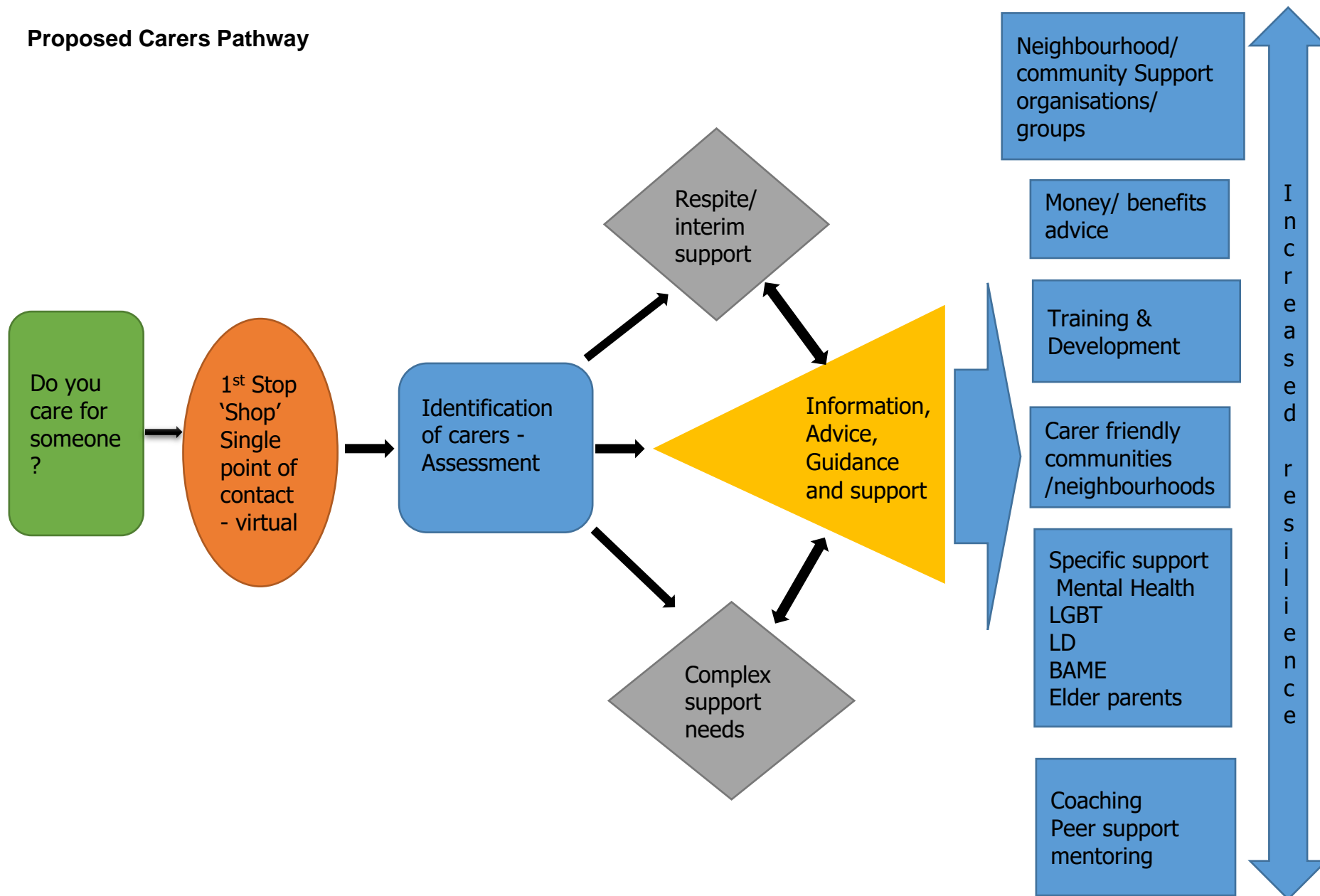
<b>Appointment of Lead provider and anchor organisations</b>	Process would need clarification	Manchester City Council ??	September 2018
<b>Recruitment to new roles in model</b>		Manchester City Council Manchester Carers Network	September to December 2018
<b>Transition to new model</b>		Manchester City Council Manchester Carers Network	January – March 2019
<b>Commissioning to fill gaps and increase capacity</b>	As indicated by further mapping to meet needs of geographical localities and communities of interest or identity eg BAME & LGBTQ	Manchester City Council Manchester Carers Network	March 2019 & ongoing
<b>Transfer of budgets</b>		Manchester City Council	March 2019

**Appendix B – Model diagrams**

**Manchester Carers Network model**



**Proposed Carers Pathway**



### Proposed Staffing Structure



## APPENDIX C:-

### Consultation reports:-



Carers consultation  
draft 4.doc



Carers Online  
Consultation Report



Desk  
Research\_v2.docx



Stakeholder  
consultation report.



Young carers  
Report DRAFT.docx