

## Manchester City Council Report for Information

**Report to:** Health Scrutiny Committee – 8 December 2021

**Subject:** Our Manchester Carers Strategy Update

**Report of:** Executive Director of Adult Social Services

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### Summary

This report provides Members with an update on progress to further develop the Our Manchester Carers Strategy since the last update to Health Scrutiny in September 2019. This update will evidence how additional funding, secured in 2019, has been used to implement a new carer pathway, delivered through a strong partnership between Manchester Carers VCSE organisations, Adult Social Care Commissioners and Adult Social Care Carers Team, embracing carers across all age groups over 18 years and disability groups.

Effective support for unpaid, informal or family-based caring arrangements remains critical to the sustainability of our health and social care system and the success of our Better Outcomes, Better Lives programme as well as initiatives such as 'discharge to assess' designed to further shift the focus from acute interventions to care and support delivered closer to home.

Progress in some areas has been hindered through the impact of the Covid-19 pandemic, however, there are still many significant developments to update Members on which have transformed how carers are better supported to continue/maintain their caring role.

### Recommendations

Members of the Health Scrutiny Committee are requested to comment on and note the report, together with forward plans subject to the identification of future funding considerations.

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**Wards Affected:** All

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

Early help and support for carers is now delivered through improved technological solutions and a helpline. Carers can now access the Carers Manchester website for initial advice and information or call the helpline: Carers Manchester Contact Point. These help to contribute in reducing the need for Carers to travel to access support. In addition, Carers can receive locality based support through three new locality partnerships operating in North/Central and South Manchester, and therefore reducing the need to travel.

<b>Manchester Strategy outcomes</b>	<b>Summary of how this report aligns to the OMS</b>
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	Carers come from all walks of life and many Carers often juggle caring responsibilities with their paid work commitments. This Strategy recognises the importance of supporting Carers in Paid Employment (often termed 'working carers') by enabling them to access timely information, advice and signposting support when they need it to balance their overall caring and work commitments. In addition, the Council (led by ASC) has recently renewed its membership of Carers UK Employers for Carers initiative to provide a platform to enable employers to better support carers in the workplace
A highly skilled city: world class and home grown talent sustaining the city's economic success	This strategy recognises that Carers often need appropriate advice and support to achieve a balanced life, where their caring responsibilities are managed alongside their personal and professional aspirations. Adult Social Care plays a pivotal role in supporting Carers through a Strengths-Based Approach, to reach their potential, whether it is through enhanced carer support or interventions to help the cared-for person e.g. through regular short breaks provision
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Carers face significant economic challenges due to limited employment options, and the impact on their health and wellbeing is severely compromised through many years of caring. This strategy aims to help carers earlier in their caring role, provide the necessary support they need to continue caring, and provide the necessary financial advice/support to mitigate the impact of poverty and deprivation. In doing so, carers health and wellbeing is improved, and they can lead happy, fulfilled lives – something we all aspire to
A liveable and low carbon city: a destination of choice to live, visit, work	
A connected city: world class infrastructure and connectivity to drive growth	

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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.

*Report to Health Scrutiny – 3 September 2019*

*Report to Health Scrutiny July 2018*

## 1.0 Introduction and Background

- 1.1 In July 2018 and September 2019 Health Scrutiny reports, the concept of the Our Manchester Carers Strategy (OMCS) was proposed, following an independent review of support services for unwaged/unpaid carers and wholly supported by Elected Members.
- 1.2 That review was necessary to build on the successful Manchester Carers Network, to strengthen the voice of Carers and bring forward radical proposals where Carers and the Voluntary, Community and Social Enterprise (VCSE) would assume greater responsibility for leading and delivering a range of services as expert partners. This approach was a tangible demonstration of the Our Manchester principles and behaviours in action and evidencing a co-production approach between Adult Social Care (ASC) Commissioners, driving change and benefits for Carers in the city.
- 1.3 The NHS is a key contributor to the OMCS, having funded a very successful Carers Learning and Development programme via Gaddum and partners to equip Carers with the necessary skills to be resilient, resourceful and know where to access advice and information around particular needs.
- 1.4 The purpose of this report is to set out what progress has been achieved since September 2019 when additional investment in the OMCS was realised through the Greater Manchester Transformation Fund (GMTF) and the Our Manchester Investment Fund (OMIF – MCC) over a two year period which comes to an end in March 2022.

<b>Our Manchester Carer Support Development Programme - Funding Source</b>	<b>Value over 2 Years</b>	<b>Status</b>
OMIF – Our Manchester Investment Fund	615,000	Non-recurrent
GMTF - Greater Manchester Transformation Fund	528,000	Non-recurrent
Re-positioning of existing MCC Revenue Re-positioning of existing NHS/MHCC Revenue	200,000 160,000	Recurrent (£180k per annum)
MHCC Support for Carers Development & Training Programme	200,000	Part of a 5-year Development Grant commenced 2017/18
<b>Total Programme Resource</b>	<b>1,703,000</b>	

- 1.5 It should be noted from the outset that the delivery of the strategy has been severely impacted by the Covid-19 pandemic. However, there remains much progress to share with Members. This report format will be via:

- A covering committee report which sets out the broad achievements, risks and challenges to delivery; and
- **Appendix 1** which details a full evaluation of what has been achieved through what is termed 'Carer Lines of Enquiry' (CLOE) through a strong collaborative approach between Manchester Carers Network and Adult Social Care and Health colleagues

## 2.0 Perspectives on Caring

- 2.1 A nationally-adopted definition is provided by the Carers Trust – *'a carer is anyone who cares, unpaid, for a friend or family member who, due to illness, disability, a mental health need or addiction cannot cope without their support'*.

This visual from NHS Improvement accurately summarise the challenges facing carers:



- 2.2 The previous mid-Census population estimates on the numbers of Carers in Manchester suggested there could be around 65,000 carers in the city. Whilst an accurate figure is not currently known, the Census will provide more accurate figures when released from 2022 onwards. Of the 65,000 estimated carers, only about 20,000 carers are known to services across health (via GP registers), adult social carer statutory assessments and carers across the 19 Carers Network organisations. Accordingly, a key driver for the OMCS is to reach more unknown carers and help them access the information and advice they need to continue caring.
- 2.3 In order to provide an accurate picture of caring, the following examples are drawn from national reports and academic literature:

- The physical, emotional and psychological demands of caring can be demanding and stressful and often referred to by researchers collectively as ‘the burden of care’ (Social Care Institute for Excellence, 2021)
- Unpaid carers provide critical support for people with health and social care needs. The majority of recipients of unpaid carers are older parents or spouses and partners and changes in the make-up of our population indicate the number of dependent older people in the UK will increase by 113% by 2051. Supporting those who provide unpaid care to older people is therefore hugely important. The support provided by carers is often physically and emotionally demanding, with consequences for carers own health and wellbeing (Public Health England, 2021)
- Carers are 16% more likely than non-carers to live with 2 or more long-term health conditions, with arthritis and high blood pressure being most common. Overall, this suggests that carers have their own complex health needs that are likely to be exacerbated by the demands of caring. Findings from the analysis of the survey data also indicate that older carers and carers living in the most disadvantaged areas, are providing the most care, thus resulting in a greater risk of poor health and delays in meeting their own needs (Public Health England, 2021)
- LGBT Carers reported: On overcoming barriers, 40% said being able to talk to other carers who would understand the difficulties they faced was very important, and, furthermore, 40% said having services that listen and respect them as an expert in their own needs and the needs of the person they are caring for (LGBT Foundation and Gaddum, 2021)
- According to the Race Equality Foundation (2021), the experiences of Black, Asian and Minority Ethnic Carers are frequently different and may be more challenging than those of white Carers. Black, Asian and Minority Ethnic Carers are not only less likely to access services, but many also find services less satisfactory than white Carers. In a similar vein, Carers UK state that research shows that Black, Asian and Minority Ethnic Carers provide more care than white Carers. And, the National Black Carers Network report in 2008 suggest that Carers needs are universal, but may require different culturally-sensitive solutions to be effective.

2.4 In addition, the impact of the **Covid-19 pandemic**, has resulted in increased burden on Carers for a variety of reasons (not least due to national lockdown measures) and an increased challenge to the mental health of carers facing multiple demands on their personal resilience:

- In terms of gender, whilst women are still more likely than men to take on caring roles, there was a higher proportion of men providing more help and support, people aged 45-54 were most likely to be caring and, Carers, as opposed to non-Carers, were more likely to say there was a strain on their personal relationships, their mental health was worse, or they did not have anyone to talk to about their worries’ (ONS 2020)

- The ADASS Elected Member Commission report (2020) recommended: the need to maintain Carers centres switching to online or phone support and to reconsider the needs of Carers – many Carers had stepped in to fill gaps in services and found the strain of reorganising their lives, perhaps working from home plus having to manage gaps in support for their loved ones, really hard and were now exhausted.

Carers UK, in their report 'Breaks or Breakdown' (2021) found:

- Nearly two-thirds (63%) of Carers have not been able to look after their own health and wellbeing during the COVID-19 pandemic.
- Over two-thirds (69%) say that their mental health has worsened as a result of the lack of breaks and caring during the pandemic.
- With the vast majority of Carers (81%) providing more care during the pandemic, 65% felt lonelier and more isolated than before the pandemic.
- Carers report high levels of fatigue and stress with almost three quarters (74%) reporting feeling exhausted as a result of caring during the pandemic.
- 71% feel stressed and anxious as a result of caring.
- For carers in paid employment, Carers highlighted that it has felt non-stop during the pandemic with no breaks or space from either work or caring'.

2.5 The Strategic Lead (Commissioning) and report author has also recently completed a Masters Dissertation on Unpaid Carers accessing Carers Manchester Contact Point. This report is available upon request.

### 3.0 Adult Social Care Statutory duties under the Care Act 2014

3.1 Adult Social Care has a statutory duty to meet the needs of Carers who would appear to be in need for a statutory assessment, using a 3-part eligibility test:

- **Condition 1** – The carer's needs for support arise because they are providing necessary care to an adult.
- **Condition 2** – As a result of their caring responsibilities, the carer's physical or mental health is either deteriorating or is at risk of doing so or the carer is unable to achieve the outcomes specified in the regulations.
- **Condition 3** – As a consequence of being unable to achieve these outcomes, there is, or there is likely to be, a significant impact on the carer's wellbeing.

3.2 In addition, the Care Act sets out wider statutory expectations for local social care authorities including:

- The need for prevention strategies – to **prevent, reduce, delay** – the need for formal support and promote wellbeing
- Local Authorities (LAs) must consider the benefit of approaches which prevent or delay the development of need in individuals...this includes diverting people to support groups as necessary.

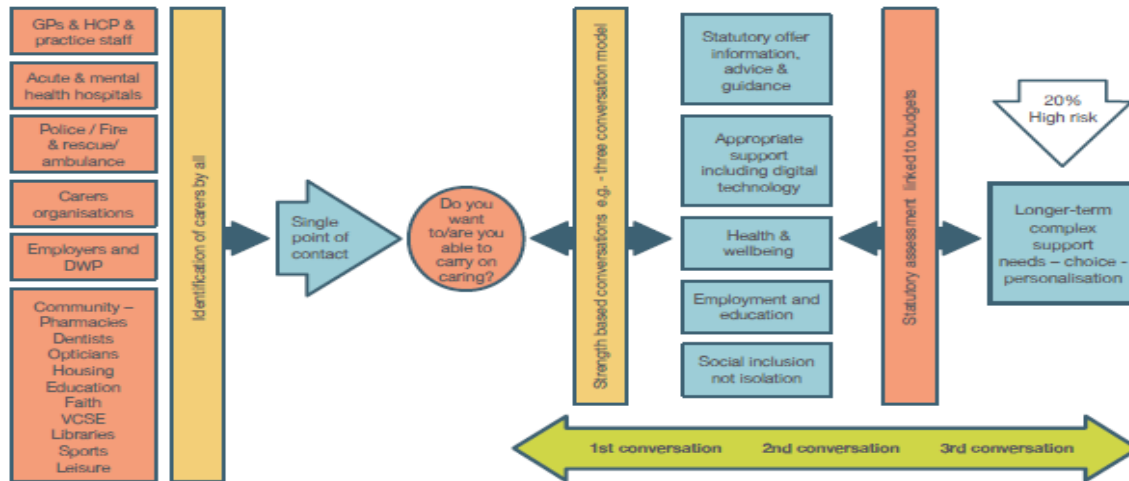
- Information and Advice is fundamental to enable people and Carers to take control of, and make well-informed decisions about, their care and support. Information and Advice is a vital component of exercising Choice and Control.
- LAs must establish and maintain an information and advice service for people in its area, either directly or working through its delivery partners, for example, making effective use of high quality VCSE resources within their area.
- For Carers information services, this may include:
  - Access to practical and emotional support for caring responsibilities
  - Breaks from caring
  - The health and wellbeing of Carers
  - Access to appropriate equipment and technology
  - Wider family relationships
  - Carers financial and legal issues
  - Caring and employment
  - Caring and education
  - Carers need for advocacy

3.3 Since the last Scrutiny update, the Carers Team has now been centralised, bringing together all specialist Carers Social Care Assessors (formerly Carers Care Managers) together under a single line management arrangement. Since the introduction of the helpline (Carers Manchester Contact Point – explained in the next section) the ASC Carers Team have worked collaboratively with them to triage referrals. We now have a single gateway for carers to access support which ensures that basic requirements for information, advice and lower level needs are promptly addressed without the need for a statutory carers assessment initially. This avoids sending the Carer on a protracted route to receive the help they need. This proactive communication and partnership really benefits Carers who are unclear of the pathway to the support they need and so may ‘start’ their pathway with a Statutory Carers Assessment and miss out on being aware of the helpline that can support them on an ‘as and when’ required basis. In due course we would anticipate that the Contact Point will undertake a more active role within a more sequential assessment structure, releasing social work time to focus on those carers with more complex casework needs.

3.4 The pathway is set out in the Greater Manchester Exemplar Model which requires all 10 social care authorities to adopt and follow:

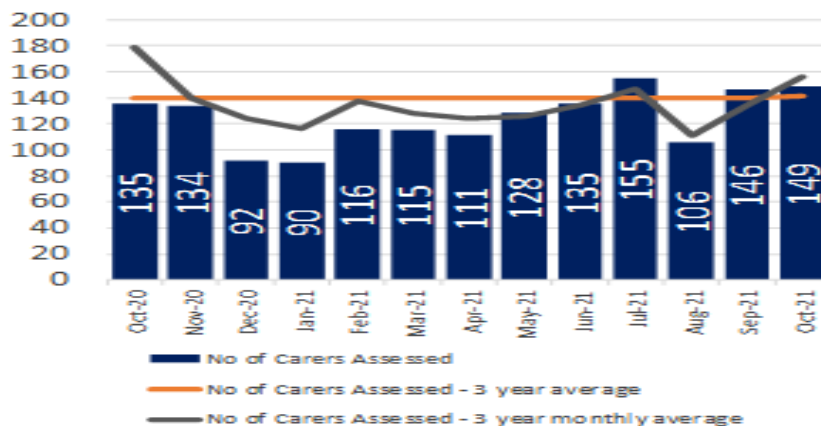


## A GM EXEMPLAR MODEL FOR CARER SUPPORT



3.5 Since the centralisation of the ASC Carers Team, this has consolidated knowledge of the staff who also support the Integrated Neighbourhood Teams with direct carer assessments where necessary. The latest performance on Carer Assessments is shown on the right.

3.6 As it can be seen in the graph, there was heightened assessment activity between September 2020 to November 2020 when the Carers Team was centralised and immediately focused on clearing the backlog of outstanding Carer assessments. Since then, apart from dips in activity as a result of annual leave periods, assessment activity is consistent, with little waiting times for assessment. It should be further noted that Joint Carer and Cared-for Assessments – as supported in the Care Act 2014 – can still be carried out by Social Care Assessors within the Integrated Neighbourhood Teams; however, these numbers tend to be much lower with Carers opting for their own separate assessment.



3.7 Following a statutory Carer’s assessment, where the eligibility threshold has been met, the level of need identified generally results in the award of an appropriate Carers’ Personal budget. Members were previously concerned about the level of underspend from this budget when significant proposals to improve the lives of Carers were being promoted. The Executive Member for Adults, Health and Wellbeing provided reassurance to Members that this would be addressed. The Carers Personal Budget amounts to £714,000 per annum. The following table sets out the previous 5 years expenditure:

<b>Year</b>	<b>Underspend £</b>
2017/18	£231,380.23
2018/19	£217,926.49
2019/20	£158,757.46
2020/21	£99,711.96
2021/22 (forecast)	£14,345.00

3.8 Also included in the previous Scrutiny Report was a detailed overview of the Survey of Adult Carers in England (SACE) statutory survey that is carried out every two years (biennially). Since the last survey, the impact of the covid-19 pandemic has meant that it was not conducted in Winter 2020/21. It has now been rearranged for Winter 2021/22. Despite the last survey being three years ago, there is a pressing need to address some of the negative survey results that were reported:

- There was a noticeable decrease in key measures, such as the ease with which Carers find information about services
- 21% of Carers feel socially isolated
- 24% of Carers feel they neglect themselves
- 35% of Carers report they had no discussions about the support provided for the cared-for person
- 27% of Carers feel they never have enough time to care for anyone else, other than the cared-for person
- 81% of Carers say their caring role leaves them feeling tired and 60% feel stressed
- 61% of Carers say their caring role has caused some financial difficulties
- 19% of Carers say their GP does not know they are a Carer
- 24% of Carers are not confident their views will be acted upon
- Finally, overall, there has been a downward trend in carer satisfaction across the past 3 SACE surveys

3.9 The above findings present a stark picture of Carers known to ASC in Manchester and provide a key driver for the new pathway, enabled through significant additional investment, to better support Carers in the city and deliver wholesale change in how we both recognise and improve the lives of Carers. Furthermore, it is anticipated that the survey findings in Winter 21/22 start to show a positive improvement, given recent developments around the Carers Pathway and a defined information and advice offer.

## **4.0 The Vision for Carers in Our Manchester Carers Strategy**

4.1 Whilst the definitive number of Carers in the city is inexact until the 2021 Census results are released, it is clear that many Carers are unknown to both statutory and VCSE sectors. The vision therefore is to reach more Carers and to improve the level of engagement with Carers at an appropriate early point in their caring journey to make a difference. One of the drivers behind this is to prevent a term called 'carer crisis/breakdown' when unsupported Carers withdraw from their unpaid role and the cared for person then generally needs adult social care interventions, with an associated cost.

4.2 In line with the Our Manchester principles, the vision and OMCS is built on the following objectives:

- Partnership and co-production with Carers.
- Recognising the individual strengths of the Carers Network Organisations (there are 18 in total dedicated to improving the lives of Carers) whilst also celebrating their collective expertise and strengths to collaborate around carer topics/needs.
- Increased engagement with Carers with a focus on promoting their health and wellbeing.
- Designing services and systems that reduce the burden on Carers and are easy to access.
- Generating 'a social movement in support of carers' with increased Carer Awareness across the wider population, the business community and the city's cultural, leisure opportunities, progressively building a Carer-Friendly city.

4.3 It was envisaged that the above objectives could be achieved by a new delivery model centred on:

- Further development and strengthening of Manchester Carers Network – this is where 18 Carers VCSE come together around Carers to deliver more together. The strengthening of the Network focuses on enhanced governance, training, communications, marketing and administrative capacity, as well as dedicated funding of a Programme Pathway Manager to ensure oversight and cohesion of the pathway. This Network oversight was and continues to be led by Gaddum until March 2022.
- Network members include:
  1. African Caribbean Mental Health Service
  2. African Caribbean Care Group
  3. Alzheimer's
  4. Connect Support
  5. Gaddum
  6. Himmat
  7. Indian Senior Citizens Centre
  8. Lifted
  9. LMCP

10. Manchester Carers Centre
  11. Manchester Carers Forum
  12. Moodswings
  13. Hopewell (formerly North Manchester Black Health Forum)
  14. Talbot House
  15. The Federation
  16. Together Dementia Support
  17. Stroke Association
  18. Wai Yin
- Development of a Single Point of Contact (SPoC) – essentially a helpdesk for Carers so they can access information and advice whenever they need it.
  - Development of a Locality Lead Provider model of delivery – to work closely with the SPoC but also drive up activities around Carer Awareness and Engagement and also work to create local networks across health and social care e.g. links with GPs in Primary Care and the Integrated Neighbourhood Teams in MLCO.
  - A centralised statutory Carers Team in adult social care – bringing together specialist Carers together to build good practice under central management oversight.
  - Communications and Marketing – specialist expertise in this field to generate campaign material to raise awareness amongst Carers and encourage them to come forward for information and advice, or even just a friendly chat.

## **5.0 Delivery of the new vision and strategy – March 2020 onwards**

- 5.1 As a result of the approval at the last Scrutiny in September 2019, the additional funding enabled ASC commissioners to co-design the grant programme with all the Carers Network Organisations. One of the first tasks was to agree a suitable name for the relaunch of carer services in the city and [Carers Manchester](#) was suggested and agreed by all.

### **Carers Manchester Network Coordination**

- 5.2 Network coordination was already funded and delivered through mainstream funding and was working very well. It was decided to continue with the current commission where Gaddum act as Lead Provider for this element of the pathway. Essentially, Network Coordination is concerned with:
- Acting as the infrastructure provider to the other 18 Carers Organisations and facilitating monthly Carers Manchester Network Meetings (to develop knowledge about particular topics, improve collaboration and coordination e.g. National Carers' Week celebrations or Carers' Rights Day)
  - Hosting a number of specialist roles that work for Carers Manchester in its entirety and support the overall network e.g. Communication and Marketing, Senior Administrator and Carers Programme Pathway Manager
  - Development of centralised 'Our Manchester Carers' Register and an inter-linked communication strategy which keeps all Carers, via a regular

newsletter, updated in respect of support resources and opportunities to improve carer health & wellbeing across the City.

- 5.3 Network coordination has continued to be very effective during the past 2 years, especially during the pandemic, when increased communication and coordination of the new Carers Pathway was critical. Further details of the success of Network Coordination is considered within the Carer Lines of Enquiry in **Appendix 1**.

#### **Carers Manchester Contact Point**

- 5.4 Commissioners led two key grant competition rounds to ensure fairness and transparency. As this investment was to develop essentially a Test of Change to measure what works, the grant competition was ring-fenced to VCSE Carers Organisations within the Carers Network. The first grant round was to secure a suitable provider for the Single Point of Contact (SPoC), and the successful provider was a 4-way partnership bid from:

- Gaddum (as lead provider)
- Manchester Carers Forum
- Wai Yin Society (supporting the Chinese population)
- LMCP (supporting the South Asian population)

- 5.5 The successful bid also proposed a new name for the SPoC: **Carers Manchester Contact Point (CMCP)**. Whilst the grant was commissioned and agreed prior to the Covid-19 pandemic, the national lockdown in March 2020 severely impacted on the progress to recruit staff to work at CMCP and order the necessary telephony. However, eventually those challenges were addressed and the CMCP went live on 17 August 2020. The Contact Point has provided an excellent framework for a range of initiatives, including the issue of carer identification (to support access to essential goods and services during lockdown), the introduction of the hardship fund, initiatives to connect carers to digital technology/services and support to for the carers to access the priority vaccination programme.

- 5.6 The Carer Lines of Enquiry (CLOE) in **Appendix 1** provide an array of evidence of call activity, key themes emerging and outcomes.

- 5.7 It should be noted that CMCP has been wholly delivered by the 4 partner agencies above through a home-working arrangement. The funding includes overall management from Gaddum as well as the host organisation and has worked very well. Clearly, as the Covid-19 pandemic risks are easing, there will be a future CMCP where staff are co-located and working in a face to face environment. From a commissioning perspective, the launch of CMCP and continued sustainability within this challenging context can only be praised.

## Locality Partnerships

5.8 A central plank of the pathway after CMCP implementation was the appointment of 3 Locality Lead Providers from within Carers Manchester Network via a grant competition and the three appointed providers are:

- Manchester Carers Centre – North Manchester
- African Caribbean Care Group – Central Manchester
- Manchester Carers Forum – South Manchester

5.9 Each of the above providers were expected to identify further Network Organisations in a partnership approach (to recognise the unique and different needs of Carers e.g. Carers from a Black, Asian and Minority Ethnic community, Carers supporting people with Dementia, Carers supporting people with Mental Health needs, Parent Carers, Carers supporting people with a learning disability. The partnerships by locality are set out below:

Lead Carer Organisation	Partnered with
Manchester Carers Centre	Alzheimer's, Moodswings, Talbot House, The Federation, Hopewell
African Caribbean Care Group	African Caribbean Mental Health Services, LMCP, Himmat, Alzheimer's, Stroke Association
Manchester Carers Forum	Lifted, Together Dementia Support, Connect Support, Wai Yin

5.10 One of the main aims of the locality carer provision is to engage with Carers in their locality and offer targeted support. During the pandemic, much of the support has been via targeted telephone support (not a replica of CMCP), online training and support sessions and, more recently, Carer awareness sessions in places where Carers may frequent such as Shopping Centres, Markets and Libraries etc.

5.11 Whilst the achievements over the past 12-18 months are significant and have certainly benefited Carers, undoubtedly the pandemic has hindered progress somewhat in reaching Carers, not only via a helpline offer, but also supporting Carers face to face and identifying the wider range of care and support that Carers need. One such example is accessing a break from caring and typical examples could be taking part in an activity led by Carers Manchester, through to more formal arrangements such as the cared-for accessing overnight care settings e.g. residential care to provide the carer with a longer break for recharging. All forms of respite/short breaks have been curtailed during the pandemic and there is now a clear need to develop a strategy going forward to improve short breaks when Covid-19 measures allow.

## 6.0 Health Contribution to the Carers Strategy Developments

6.1 Whilst the majority of statutory duties for Carers fall within Adult Social Care's responsibilities, the [NHS Long Term Plan](#) is also important and sets out the obligations for Carers:

- 6.2 Carers will benefit from greater recognition and support (ref: s1.19)
- We will improve how we identify unpaid Carers
  - We will introduce Quality Markers for primary care that highlight best practice in Carer identification and support
- 6.3 Improve upstream prevention (ref: s2.2)
- Better support for patients, Carers and volunteers to enhance 'supported self-management' of particularly long term conditions
- 6.4 We will continue to identify and support Carers, particularly those from vulnerable communities (ref: s2.33)
- Introduction of quality marks for carer-friendly GP practices
  - Encourage national adoption of Carer Passports
  - Developments in electronic records that allow people to share their caring status with healthcare professionals wherever they present
- 6.5 Carers should not have to deal with emergencies on their own (ref: s2.34)
- Up to 100,000 Carers will benefit from 'contingency planning' conversations so professionals know when and how to call those plans into action
- 6.6 ASC Commissioners have actively engaged with NHS Improvement around Carers in Manchester and brokered a three way discussion between ASC, MHCC and NHSI. There is a particular emphasis around Carer identification in primary care and the Deputy Medical Director, MHCC, has supported introductions for commissioners and the Carers Programme Pathway Manager within Primary Care and encourage wider recognition of the new carer pathway and how GP practices can be involved in improving carer recognition across the system, screening of carer health needs and effective signposting to support e.g. to CMCP.
- 6.7 MHCC has, for the past 4 years, funded Gaddum to design and deliver a Carer Learning and Development Programme. This funding comes to an end in Spring 2022 and has been a huge success. When a carer approaches a Carers Network organisation with a range of needs, they are referred to the Learning and Development programme, notably the 'Being a Carer' training course which covers a range of topics including:
- Diet and Nutrition
  - Moving and Handling
  - Financial Advice and Support
  - Managing stress
- 6.8 The topic most welcomed by Carers who attend the course is Financial Advice and Support – the programme hosts a part-time Welfare Benefits Advisor who also takes on substantial case work. Reflections on this role amply

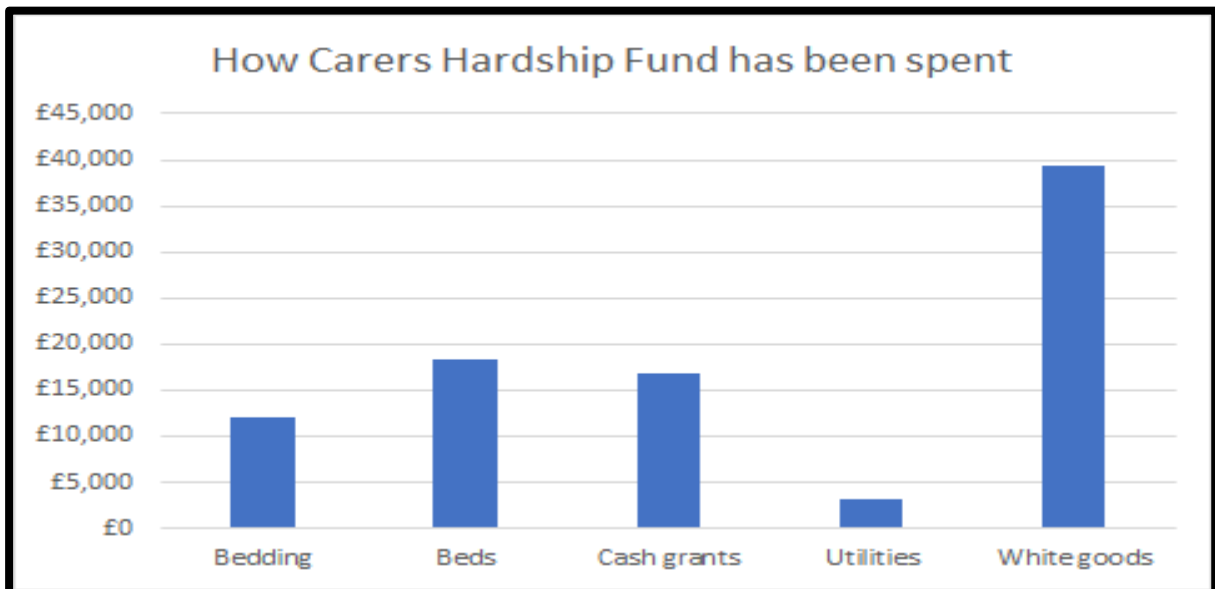
demonstrate that Carers experience severe financial hardship as a result of their caring role and need help to access the financial support they may be entitled to e.g. Carer's Allowance.

6.9 With the development of Integrated Care Systems nationally, the links between ASC (MLCO) and MHCC colleagues is uncertain, particularly as it relates to health's contribution to funding of health-related elements of the Carer's pathway or continuation of the Learning and Development programme for future years, given its huge success and Carer outcomes. Discussions with MHCC colleagues are underway in relation to future funding.

## 7.0 MCC Carers Emergency Fund – launched under Covid-19 circumstances

7.1 Many carers live with long-term poverty as a consequence of their responsibilities or have limited financial resilience. Discussions with the City Treasurer in July 2020 about Carers experiencing severe hardship as a result of the pandemic resulted positively with a new £100k Carers Emergency Fund being available, delivered by the Revenues and Benefits Team under the Welfare Provision Scheme.

7.2 At the time, it was unclear what level of demand there would be from Carers, however, it soon became clear from the newly-launched Carers Manchester Contact Point (CMCP) that calls from Carers identified a wide-ranging set of needs that could be resolved. It should also be noted that Carers can receive expert financial advice from Carers Manchester website or through a 1-2-1 session with the Welfare Benefits Advisor. The Carers Emergency Fund was limited to the following areas with expenditure between July 2020 and March 2021.



7.3 Carers Hardship Fund breakdown July 2020 to March 2021 (source: Revenues and Benefits Team)

Feedback from Carers:



*"I just wanted to give some feedback regarding CMCP and how grateful I am for the service and the much needed help I received"*

*"The CMCP helpline advisor was so very helpful, caring and demonstrated much empathy for my situation. I was very fortunate and grateful to be granted a reward for a washing machine, set of double bedding and a small financial grant which will be used for new towels"*

*"Thanks to CMCP who phoned me and patiently explained the support I could access. She was very kind"*

*"I have received everything from the Carers Emergency Fund that I requested. I cannot tell you how happy this makes me. A working fridge/freezer will mean that my cooked food will last longer, and I will be able to buy cheaper by buying frozen food"*

*"You have made me so happy and I had a good feeling all day after receiving the grant news"*

*"I cannot thank you enough for the bed, this has made a huge difference not only to my health, but my ability to care for my mum"*

*"I feel like Christmas has come early. I'm so excited to receive my new dryer this week. I was struggling to manage without one, it makes things a little easier"*

7.4 Feedback from one of the CMCP helpline advisors: *"Customer was amazed the application was dealt within 1 day and emailed in to thank us for the prompt response and award of goods, and said how much this had helped the family during this period"*

7.5 As it can be demonstrated from the above Carer voices, the impact of the Carers Emergency Fund has made a real difference to Carers, and, it is often the small things that can make a difference. In terms of how eligibility is determined, the following criteria has been agreed with the Revenues and Benefits Team:

- The Carers Emergency Fund is not widely promoted but seen as a discretionary application for the CMCP and the Carers Assessment Team to access where significant need is identified
- There is a cap on spend around £200 with senior manager approval for slightly higher cost requests
- The cash grant limit is £60
- Carer must be in some form of financial hardship
- The household should have no substantial savings they can access
- There is evidence of a recent change in financial circumstances e.g. recent unemployment, changes to benefits etc.
- Carer is in need of grant/good immediately to continue caring and promote their wellbeing

- 7.6 As a result of the significant benefits to Carers through this Fund between July 2020 and March 2021, the City Treasurer agreed to continue the Fund throughout 2021/22 at the same budget of £100k. Spend to date is £40,000. A small steering group made up of Revenues and Benefits staff, CMCP and the Lead Commissioner meet monthly to review spend and progress, and to explore how the reach of the scheme may be extended to ensure that the full impact of the available budget is realised.
- 7.7 Although future funding is as yet unknown, the impact on Carer's outcomes demonstrate it has been a very positive intervention which commissioners would like to see extended recurrently.

## **8.0 Masters Research Findings**

- 8.1 As referenced earlier in the report, a small academic survey has been undertaken of Carers in Summer 2021. Detailed findings of the research are available to Members on request. Below is a short summary:

- 35 (qualifying) Carers responded to the e-survey
- Good to see responses from male Carers, given the much higher levels of female carers
- 6 respondents were from the LGBT community
- A good cross-section of ethnicities were reported, showing the diversity of Manchester Carers
- The modal age of the cared-for was 65 years of age
- $\frac{3}{4}$  of Carers live with the person they care for
- Carers from all parts of Manchester participated in the survey
- The cared-for citizens presented with a wide range of health conditions
- More than half stated being a Carer evoked negative feelings
- Qualitative feedback from carers highlight that being a Carer is not a positive experience for some
- Nearly half of Carers do their role out of both love and duty
- Carers undertake their role for years, not months, and often for more hours a week than a full-time job
- The majority of Carers report their health as Fair
- The pandemic has seen Carer's self-reported health as worse than pre-pandemic
- Similarly, the pandemic has also impacted on Carer's finance to some degree and qualitative feedback provides some useful insight examples
- Being a Working Carer adds a further level of difficulty in terms of accessing support
- Carers calling CMCP wanted to find out about a range of information, advice and their rights
- More than half of Carers got the help they needed after a call to CMCP
- 97% of carers reported positive views on the Helpline Advisor
- Nearly  $\frac{3}{4}$  received the information CMCP promised to send
- More than  $\frac{3}{4}$  said CMCP helped them 'a lot'
- 82% would recommend CMCP to other carers

- 51% of Carers gave a satisfaction rating score of 10/10
- 88% of respondents feel CMCP should continue

## **9.0 Other Developments that benefit Carers**

9.1 There are a number of key developments that have benefited Carers:

### **9.2 Work on the Covid-19 Vaccine uptake for Carers**

9.3 At the start of 2021, there was increased anxiety from many people and Carers about receiving the Covid-19 vaccine. Due to the CMCP and the strong collaborative approach already in place, Carers were able to benefit from early access to the vaccination programme. If a Carer approached a Network Member or GP, they were able to direct all people to CMCP for the most up to date information and support. Overall, Manchester sent details of nearly 3,000 carers details to NHS Digital, with nearly 500 of those provided through this partnership approach. We also saw a significant spike in helpline enquiries, which more than doubled from January to February, and an additional 25% percent increase in both March and April. Website hits increased by more than half over March and April, and we saw an 35% percent increase in people registering for our Newsletter/Carer database.

### **9.4 Partnership working with Manchester Libraries**

9.5 We have developed a partnership with Manchester Libraries to maximise the number of carers benefiting from library services. For example the 'BooksToGo' service and digital inclusion services. The 'BooksToGo' service has recently been widely promoted to carers. Residents who are housebound or struggle to get to a library, receive four-weekly deliveries of books – carers are eligible to receive this free service. Libraries have started two initiatives since the start of the pandemic to assist digitally excluded residents. Callers to the Manchester Carers Contact Point are signposted to both of these services, if call handlers can tell they would benefit. Manchester residents who have Internet access at home, but don't have the skills or confidence to use it affectively can receive free telephone support from the service managed by Manchester Libraries. Moreover, for people without Internet access at home, the library service have been running device donation schemes over the last 12 months. Over 700 devices with Internet access have been donated. Since the partnership started a few months ago 46 referrals for devices have come via Manchester Carers. The latest device scheme has so far donated 320 Chromebooks, 70 of which have gone to carers. We will be developing the partnership further over the next 12 months

### **9.6 Partnership with cultural, leisure and sport outlets**

9.7 Local cultural organisations have responded positively to appeals to open up events at nil cost for carers and the cared for person and negotiations are in progress with Leisure & Sport to open up reduced membership cost and activities which support the wellbeing of carers.

## 9.8 Developing a Carer Break option, building on the Liverpool City Council developments

9.9 Plans are also developing to build on the Liverpool based “[My Time](#)” initiative which connects with the goodwill of the business community to extend retail benefits and the resources of the commercial leisure industry (hotels, theatres, restaurants, etc) to support carer respite needs and carer quality of life.

## 10.0 Future Finance Proposals

10.1 As part of budget setting for 2021/22 we are working actively with finance colleagues as well colleagues in City Policy with responsibility for OM Manchester VCSE funding and colleagues from MHCC (Manchester CCG) to plan for appropriate budgets to be aligned and made available to ensure that the positive outcomes we have been able to evidence are able to continue. These outcomes align closely to the delivery of our Better Outcomes, Better Lives programme which has a key role in supporting the delivery of sustainable savings going forward.

10.2 An update on this work will be included as part of the next update on the budget to the health Scrutiny meeting in February.

## 11.0 Key Findings from Appendix 1 – the Carer Lines of Enquiry evidence

Carer Line of Enquiry	Strengths	Weaknesses	Opportunities
<b>How have we enabled carers voices, from across all communities and equalities themes, to be heard in the development and service delivery of the key aspects of the pathway?</b>	Co-design and Co-production with carers and partners from the beginning of pathway development	Need for more diverse carer groups going forward	Developing a Carers Focus Group, with carers representing our diverse and multicultural communities
<b>How have all partners worked together effectively, in the design and delivery of the pathway?</b>	Strong Governance in place and effective partnership working across VCS and Local Authority teams	Developing a common understanding and consistent approach to Locality Partnerships delivery	Co-producing revised pathway, taking key learning into account, from April 2022
<b>How have we communicated effectively with all carers, and relevant organisations across Manchester?</b>	Developed citywide Carer Awareness Campaign and have good links with NHS, MLCO and MCC/ASC teams	Need to connect with more unknown and ‘hidden’ carers and ensure awareness raising is appropriate to different cultures	Update Communications Plan and strategy, working more closely with Central Locality Partnership on cultural awareness
<b>Following implementation of the Single Point of Contact, can we measure the effectiveness of</b>	Excellent feedback and satisfaction scores from carers on professionalism, ease of use and information provided	Lack of joined up data between Carers Pathway and ASC, to show true impact of the single point of	Use first year data to evaluate the single point of contact. Possibility to widen remit and strengthen ties with Assessment teams

<b>Carer Line of Enquiry</b>	<b>Strengths</b>	<b>Weaknesses</b>	<b>Opportunities</b>
<b>Carers Manchester Contact Point for the benefit of carers?</b>		contact and pathway (in development)	
<b>How have we provided carers with the opportunity to access effective interventions via the pathway, which supports their health and wellbeing during the pandemic?</b>	One single point of contact for support, offering advice and information and referring to relevant local and statutory services, all adapted to support virtually, or phone based	Due to the pandemic, there has been a lack of face to face and respite options for carers. Increasing social isolation for some	Requesting for Hardship fund monies to be made available as a permanent part of the pathway, due to positive results for carers and potentially avoiding feelings of crisis on top of caring role
<b>What financial benefits, and added Social Value, has the introduction of the Carers Pathway brought to carers, partners and the Health &amp; Social Care economy in Manchester?</b>	Strong partnerships and relationships developed, along with investment into the VCS, allowing for growth and innovation	Uncertainty of continued and permanent investment in the pathway until next year. Makes it difficult for VCS organisations to recruit and retain staff	Joined up approach on data with ASC will allow for improved evidence on the impact of the pathway across Health & Social Care in Manchester

## 12.0 Challenges and Risks

12.1 Despite this Scrutiny report being positive in terms of progress and achievements, there are a few priority areas that need to be carried forward to the Work Programme in 2022:

- The need to develop a more comprehensive Workforce Carer Engagement Strategy so that all areas of health and social care are aware of the CMCP and know how to signpost effectively for Carers they encounter as part of their roles.
- Create more definition of how the Carer Pathway works from the Contract Point to Localities and the ASC Carers Team to ensure it is seamless.
- As referenced earlier, the need to develop a strong Carer Respite/Short Breaks offer that provides a range of options from 1 hour breaks to more formalised overnight care for the cared-for, or the work to replicate the Liverpool 'My Time' initiative.
- Closer working with Primary Care to ensure that all GP Practice recognise carers and add them to the GP carers register, whilst also fulfilling the expectations of the NHS Long Term Plan.
- Securing appropriate levels of funding across ASC and Health to effectively maintain the great progress on OMCS and the ongoing Carer Pathway.
- Consider VCSE funding volatility in order to minimise any disruption to the significant achievements made to date.

## 13.0 Conclusions

13.1 This is a substantial Committee update for Health Scrutiny Members. With the need to share the progress of the Carers Pathway, the launch of new services for Carers, together with research findings and national perspectives, this will

hopefully demonstrate the importance of services for Carers that work for them, whatever their presenting need.

13.2 The following conclusions are reached from the wealth of evidence:

- Coproduction and strong partnerships is evidenced between Carers Manchester Network Organisations, Commissioners and the ASC Carers Team.
- The various Perspectives on Caring amply demonstrate the challenge for Carers and the impact of caring has on a carer's health and wellbeing.
- Carers arise from all sections of Manchester's diverse population and the Carers Network Organisations includes 3 VCSE who support Black, Asian and Minority Ethnic Carers to deliver culturally-sensitive support.
- ASC has a key role to play in supporting Carers under the Care Act 2014 and can discharge some of its statutory duties via VCSE organisations e.g. information and advice.
- ASC Carers Team has been centralised to continue to develop expertise around Carers' needs. It has also formed a strong partnership with CMCP, working together to improve the lives of Carers.
- The Carers Personal Budget is now fully utilised to meet Carers' needs.
- The OMCS aligns very well to the GM Carers Charter and GM directives to collectively improve the lives of Carers across the combined authority.
- The previous Survey of Adult Carers in England (SACE) provides the foundation to measure improvements in Carer viewpoints going forward.
- Carers Manchester Network is going from strength to strength, working dynamically across all the Carers Organisations and delivering an excellent coordination function.
- CMCP – despite being launched during a pandemic – has demonstrated the value to Carers borne out of the evaluation process and also the Masters research project.
- Locality Partnerships are becoming well known in their areas, driving up carer engagement and awareness, connecting with a range of health and social care professionals and beyond.
- The NHS Long Term Plan will enable ASC Commissioners to work proactively with health commissioners (via ICS post April 22) around delivery, notably increasing GP awareness of Carers and the CMCP for signposting and also contingency planning.
- The Carers Emergency Fund (£200k over 21 months) funded by MCC has made a significant difference to Carers – meeting practical needs for Carers and avoiding crisis situations.

## **14.0 Recommendations**

14.1 Members are requested to comment and note the report on the Our Manchester Carers Strategy.

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