

**Manchester Health and Wellbeing Board
Report for Resolution**

Report to: Manchester Health and Wellbeing Board – 25 January 2023

Subject: Making Manchester Fairer: Tackling Health Inequalities in Manchester 2022-2027

Report of: Deputy Director of Public Health

Summary

Making Manchester Fairer: Tackling Health Inequalities in Manchester 2022-27 describes the actions that the city will take to reduce inequalities, with a focus on the social determinants of health. This paper provides a progress update on Making Manchester Fairer and outlines the next steps for the delivery of the Action Plan as a joint programme of work with Manchester’s new Anti-Poverty Strategy.

Recommendations

The Board is asked to note progress on the Making Manchester Fairer Action Plan and incorporation of the Anti-Poverty Strategy as a joint programme of work.

Board Priority(s) Addressed:

Health and Wellbeing Strategy priority	Summary of contribution to the strategy
Getting the youngest people in our communities off to the best start	This Action Plan impacts positively on all strategy priority areas
Improving people’s mental health and wellbeing	
Bringing people into employment and ensuring good work for all	
Enabling people to keep well and live independently as they grow older	
Turning round the lives of troubled families as part of the Confident and Achieving Manchester programme	
One health and care system – right care, right place, right time	
Self-care	

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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.

Building Back Fairer – Tackling Health Inequalities in Manchester – Health and Wellbeing Board, 6 July 2022

Making Manchester Fairer, Tackling Health Inequalities in Manchester 2022-2027 – Health Scrutiny Committee, 12 October 2022

Making Manchester Fairer - The Anti-Poverty Strategy 2023-2028 – Economy Scrutiny Committee, 18 January 2023

1.0 Introduction

- 1.1 In the wake of the COVID-19 Pandemic and cost-of-living crisis, the need to tackle inequalities in the city has rapidly risen up the corporate and political agenda.
- 1.2 Making Manchester Fairer is our five-year action plan to address health inequalities in the city. The Making Manchester Fairer Action Plan (previously entitled 'Building Back Fairer – Tackling Health Inequalities in Manchester') was endorsed by the Health and Wellbeing Board and Manchester Partnership Board in July 2022 and launched in October 2022.
- 1.3 Poverty remains a significant and deeply entrenched problem that affects too many of the city's residents. It is complex, driven by many external factors and persists despite the best local efforts to reduce it. A new Anti-Poverty Strategy is expected to be adopted at Executive on 18 January.
- 1.4 At the same time the cost-of-living crisis is putting immediate pressure on many residents and requires a large-scale and more immediate response.
- 1.5 These areas of work also require us to strengthen the way we measure and evaluate the success of interventions from both an overall improvement and reducing inequalities perspective. The relationship between these three focuses of work is shown below.

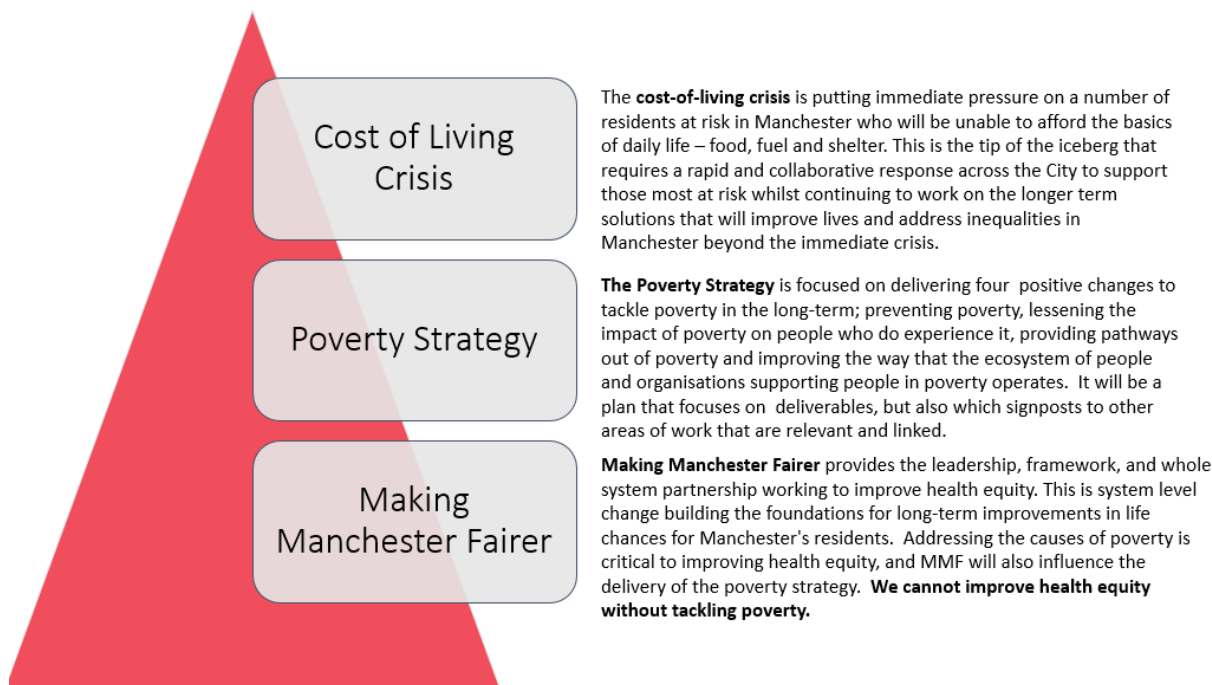


Figure 1: Relationship between Making Manchester Fairer, Poverty Strategy and addressing the Cost-of-Living Crisis

2.0 Integration with Manchester's new Anti-Poverty Strategy

- 2.1 The new Anti-Poverty strategy has been developed after extensive listening and engagement with people and organisations in Manchester. It has received positive feedback from our partners. The new strategy sets out the themes, priorities and actions for tackling poverty:

Theme 1: Preventing Poverty: The priorities in this theme are about the things that we can do to prevent residents experiencing poverty.

Theme 2: Mitigating Poverty: The priorities in this theme are about trying to make life easier for people who are experiencing poverty and making sure that their basic needs are met.

Theme 3: Pathways out of Poverty: The priority in this theme is about raising people's incomes so they can move out of poverty.

Theme 4: Inclusive and effective delivery: Inclusive and effective delivery is about improving the way that the ecosystem of people and organisations supporting people in poverty operates.

- 2.2 The Making Manchester Fairer Action Plan recognises that tackling poverty and debt is one of the most significant routes to improving health outcomes in Manchester. Making Manchester Fairer is focused on systems – bringing different parts of the system together to affect change at a systems level. This change is primarily aimed at improving health equity, but because of the activity needed to achieve this, we would also expect to see positive changes in preventing poverty, mitigating poverty and the creation of pathways out of poverty.
- 2.3 Both Making Manchester Fairer and the Anti-Poverty Strategy have a strong focus on community and resident engagement and involvement; both are grounded in partnership working and collaboration between Manchester's Voluntary and Community Sector organisations and public sector institutions with the support of the city's private sector, including our anchor institutions.
- 2.4 Given the strength of the relationship and inter-dependency between the two areas of work, proposals to integrate the governance, management and delivery of Making Manchester Fairer with the city's new Anti-Poverty Strategy have been developed and agreed in principle by the former Making Manchester Fairer Task Group, and by the executive members with responsibility for the anti-poverty and health and social care portfolios (Cllrs Joanna Midgely and Thomas Robinson). Work has commenced to bring the two areas of work together, which will maximise the available resource and reduce the risk of duplication.

3.0 Making Manchester Fairer Update

3.1 Following the launch of the action plan in October, the priority has been to establish the workstreams which will form the foundation for the delivery of the plan:

- Governance and Programme Management
- General Communications and Engagement
- Workforce Engagement and Development
- Resident and Community Engagement and Involvement
- Kickstarters and Investment Fund
- Anchor Institutions
- Monitoring
- Evaluation

4.0 Governance and Programme Management

4.1 Meetings with the individual Making Manchester Fairer theme leads commenced in December in order to help establish how, in practice, Making Manchester Fairer can add best value to the actions being delivered under each theme. Work will continue with the leads in early 2023 to map milestones for each of the eight themes of the Action Plan and to develop the programme risk register. A Programme Management Plan will set out the approach to programme governance, risk and issue management, management of dependencies, reporting and monitoring and evaluation.

4.2 Work will be undertaken in the next period to incorporate the Anti-Poverty Strategy as a further additional workstream and establish the arrangements for the planning, management, sequencing and delivery of the actions outlined in the strategy.

4.3 The joint programme of work is being delivered by a programme management team and overseen by a Making Manchester Fairer Task Force. The governance arrangements are summarised below.

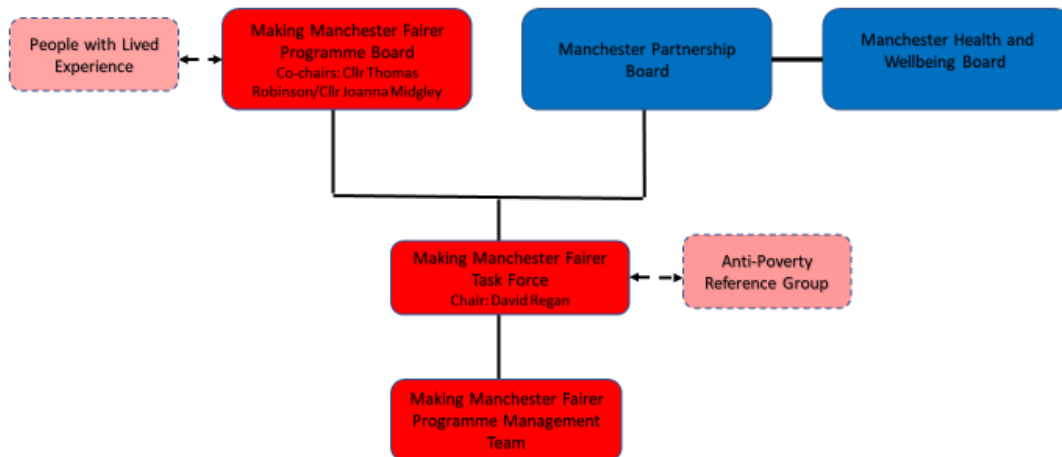


Figure 2: Making Manchester Fairer Programme Governance

- 4.4 The Making Manchester Fairer Programme Management Team pools existing anti-poverty and Making Manchester Fairer resources and functions as a Programme Management Office to plan and coordinate activity. A temporary Grade 12 Strategic Lead post has been established to add capacity here for three months through the temporary place-based leadership arrangements. This post is critical to the effective delivery of the programme and on 10 January 2023 Manchester City Council’s Senior Management Team agreed in principle to resource this post for a further two years.
- 4.5 The Making Manchester Fairer Task Force is a senior leadership group responsible for the implementation of the Making Manchester Fairer Action Plan themes and workstreams and delivery of the Anti-Poverty Strategy, enabling a joined-up approach to tackling poverty and inequalities.
- 4.6 The Making Manchester Fairer Programme Board will have strategic oversight of the Making Manchester Fairer Action Plan and Anti-Poverty Strategy. It will set direction, provide challenge, and hold partners to account, supporting high level decision making. It will allocate and monitor the programme budget, monitor high level outcomes and provide assurance that the Making Manchester Fairer principles are upheld and that the programme adds value.
- 4.7 Work has commenced to establish the Board through a mixture of direct invitations and an expression of interest process. It is anticipated that the Board will have its first meeting following the local elections in May 2023.

5.0 General Communications and Engagement

- 5.1 During October the Executive Member for Healthy Manchester and Adult Social Care, Cllr Thomas Robinson, facilitated a series of three 'Policy Panels' for elected members to hear about the Making Manchester Fairer work from the Director and Deputy Director of Public Health. Policy Panels were also held as part of developing the Anti-Poverty Strategy.
- 5.2 Presentations about Making Manchester Fairer have been given to the meetings of a number of stakeholder groups, including: Children's Services, the Manchester Provider Collaborative Board, Youth Matters (supporting young people at the edge of care), a Citywide Primary Care meeting and Manchester Local Care Organisation's Population Health Management Board.
- 5.3 The communications team are currently developing a communications strategy for Making Manchester Fairer, including the delivery of the anti-poverty strategy within it.

6.0 Workforce Engagement and Development

- 6.1 The Making Manchester Fairer Conference was held at Manchester's Etihad Stadium on 31st October 2022 for the purpose of formally launching the plan to frontline workers, managers and leaders in the organisations and services that make up the Population Health system. Over 200 delegates attended on the day, including colleagues from across the council as well as from the health sector, Voluntary, Community and Social Enterprise sector, housing sector and academia.
- 6.2 The full day event was opened by Manchester City Council's Chief Executive Joanne Roney and Council Leader Cllr Bev Craig, and speakers included Professor Sir Michael Marmot, who provided an inspirational keynote speech evidencing the challenges, and Nazir Afzal OBE who focused on the importance of listening to communities and recognising the impact of structural racism and discrimination. The context and key principles of the city's plan were provided by the Director and Deputy Director of Public Health and delegates were encouraged to begin to explore what the plan would mean for their work in delivering services to communities as part of a breakout session.
- 6.3 Central to the development of the plan has been the voice of residents and this was reflected throughout the day in the form of specially commissioned short videos and a 'call to action' performance piece devised and performed by local young people. Finally, delegates put questions directly to the speakers, who were joined in a panel discussion by Cllr Thomas Robinson, who also closed the conference. An evaluation was conducted of the themes emerging from the breakout session and panel discussions, and this will inform future communications with stakeholders. The main themes are summarised below.
- 6.4 Evaluation of themes emerging from the conference breakout sessions:

- 6.4.1 A large number of people identified issues relating to the accessibility of services and assets to support health and wellbeing. These included disadvantage and difference: there were comments about systemic bias and inequalities that affect people's access to care and support. In some cases, the problem was seen to be a lack of understanding on the part of services e.g. a lack of knowledge about who needs help, leading to support not being provided in a way that meets people's needs and information not being provided in a way that people can find and understand it. Lack of trust, stigma associated with accessing services and service complexity were identified as barriers. Transport and digital exclusion (not seen as exclusively an issue of older people) also came up.
- 6.4.2 The impact of poor housing on health and wellbeing and unaffordable and poor-quality housing was seen as a major problem, particularly with regards to private housing and in the south of the city. It was felt the health sector did not know enough about the housing sector and the city's housing services.
- 6.4.3 The role of poor quality, low paid work and unemployment in ill-health was highlighted, including issues such as low levels of skills and qualifications, training, lack of flexible roles, disincentives of work versus benefits and zero hours contracts.
- 6.4.4 Challenges for services in relation to health and wellbeing in the city were raised; current pressures on services were seen to be a significant problem. Funding was identified as an issue. Structural issues came up, particularly the introduction of integrated care bodies which were seen to be increasing complexity. There was a perception of a lack of shared platforms and technology to enable joint working, a lack of knowledge of other organisations and teams and how to collaborate.
- 6.4.5 The important role played by the Voluntary, Community and Social Enterprise sector in reducing pressures on statutory services was noted, as were the challenges in finding funding, particularly for small organisations that are doing lots of work to keep people well in communities. Pressures on services were seen to generate pressures on workforce: "Groups are working at capacity...staff are tired." But there was a sense of optimism about what people can do: "COVID showed how the city can pull together". A key suggestion was that services should co-operate and collaborate more effectively; the sharing of knowledge and resources was expected to lead to better outcomes than individual efforts. The need to improve workforce development, retention and morale was highlighted.
- 6.4.6 There were a large number of reflections on funding. Sustainability of funding came up as an issue, with particular focus on the challenge of short-term funding and the inefficiencies this entails. Lack of availability of funding, how funding is allocated, and the transparency of decision-making emerged as themes.
- 6.4.7 There were a lot of reflections about the involvement of communities in creating health and wellbeing in the city. These included the value of engaging with

communities and individuals, particularly those rarely listened to, and the importance of collaboration and co-production with the local Voluntary, Community and Social Enterprise sector organisations that know local communities.

6.4.8 It was felt that there was a lack of knowledge among staff about how to involve people and a need to change attitudes from seeing people as 'problems' to individuals with issues and assets. Other reflections included the importance of building trust with communities and the importance of listening to the views of children and young people, making involvement accessible to them.

6.4.9 As a topic, working with communities received the most suggestions. It was noted that communities and individuals know their needs and how to meet them better than external organisations – so we need to ask them, particularly those that usually don't get asked. It was suggested that community voices should be embedded into decision-making structures and that collaboration should occur at all levels. The Voluntary, Community and Social Enterprise sector should be seen as equals and strategic partners; collaboration will bring their "rich intelligence" and "best practice" but there is a need to accommodate different working practices. Increased funding for these organisations was proposed by many, given their importance. The community offer for families with a child with special educational needs, designed and developed by parents/carers, was suggested as a model of good practice.

6.4.10 Work has commenced on developing a plan for the wider programme of work around workforce engagement and workforce development.

7.0 Resident and Community Engagement and Involvement

7.1 Work around resident and community involvement is highly dependent upon work being delivered under the 'Communities and Power' theme of the Action Plan. Progress has been made to establish the Communities and Power Forum, which met on 8th December to agree and sign off the group's Terms of Reference.

7.2 During this period the proposal to integrate the planned ongoing resident and community involvement for Making Manchester Fairer with that for the Anti-Poverty Strategy was progressed and work commenced to combine plans for this workstream.

8.0 Kickstarters and Investment Fund

8.1 Two kickstarter schemes have been prioritised for investment for phase 1 of the Making Manchester Fairer Investment Fund of £2m. The schemes are challenged with delivering the MMF plan's principles, improving health equity and also demonstrating an 'invest to save' approach. The schemes prioritised for investment are (i) Improving Health Equity for Children and Young People, and (ii) Early Help for Adults Experiencing Multiple and Complex Disadvantage. The Making Manchester Fairer Investment Sub-Group has

continued to meet during this period to consider and support the development of these business cases.

- 8.2 The first scheme, Improving Health Equity for Children and Young People, will focus on children, young people and their families who are most affected by health inequalities including those most affected by the cost of living crisis, communities that experience inequalities and young people who are at increased risk of mental ill-health as a result of their lived experiences and/or identity. The scheme is expected to address the widening gap in school readiness for children in early years, through a holistic approach working with schools and families. It will also engage with young people, communities, and wider partners to identify issues in mental wellbeing support and the opportunities for prevention of mental ill-health in order to reduce inequalities.
- 8.3 The second scheme, Early Help for Adults Experiencing Multiple and Complex Disadvantage, is being delivered in the context of Bringing Services Together for People in Places, and the delivery of multi-agency case management. The target group is adults experiencing multiple barriers to health and wellbeing including homelessness, mental ill health, substance misuse, unemployment. A significant number of this cohort will also have experienced adverse childhood experiences compounding these factors, by growing up in challenging social conditions. The scheme will build on learning from the Changing Futures Pilot and will develop the service design and delivery to expand the programme to ensure that the kickstarter works with cohorts and groups that were missed in the first pilot. In the short-term individuals should see successful engagement with other support services, and improvement in individuals' physical and mental wellbeing. The long-term goal is for individuals to thrive independently within their own communities.

9.0 Anchor Institutions

- 9.1 Considerable work has been undertaken by Manchester Locality colleagues for NHS GM Integrated Care, working with partners to shape approaches to the role of health and care partners as Anchor institutions. The first stage of a Manchester Locality stocktake, focused on employer and purchasing/ commissioning roles, has concluded.
- 9.2 An appropriate lead for anchor institutions will be identified to connect anchor institutions to the delivery of the plan and look at the contribution of anchor institutions more broadly. This will build on Manchester's recent success in working with Anchors to become a Real Living Wage City.

10.0 Monitoring

- 10.1 A Making Manchester Fairer Inequalities Data Development Group has been established to focus on embedding the routine monitoring of inequalities within partner organisations. Work began to identify key indicators to form the basis of an annual 'temperature check' of progress on Making Manchester Fairer and funding was secured from Policy@Manchester to develop a Manchester Measuring Inequalities Toolkit. This toolkit will equip data analysts across the

system with the appropriate skills and techniques for measuring inequalities in their area of work and help policy makers to understand the correct interpretation of these measures.

11.0 Evaluation

11.1 A vacancy within the Public Health Intelligence team was used to create a new Performance and Insight Manager post that will work across the Public Health and City Policy Teams in order to ensure a coordinated approach to evaluating the delivery of the ambitions set out in the Making Manchester Fairer Action Plan and the Anti-Poverty Strategy and ensure that there is a dedicated focus on the evaluation of the programme.

12. Next Steps

12.1 The next steps for the programme will be to:

- Develop an annual programme plan integrating the Making Manchester Fairer and Anti-Poverty work, against which the theme and work stream leads will report.
- Establish the joint programme governance structure as described above.
- Develop a joint communications strategy and a detailed communications plan once the programme's initial milestones have been mapped out. Stakeholders are being encouraged to sign up for monthly e-bulletins and planning is underway to develop content for these.
- Develop more detailed plans for resident and community involvement in the programme governance
- Finalise and approve business cases for priority kickstarter schemes and commence implementation of schemes

13.0 Recommendation

13.1 The Board is asked to note progress on the Making Manchester Fairer Action Plan and incorporation of the Anti-Poverty Strategy as a joint programme of work.