

**Manchester City Council  
Report for Information**

**Report to:** Manchester Health and Wellbeing Board – 24 January 2024  
**Subject:** Making Manchester Fairer: Update on the Kickstarter Schemes  
**Report of:** Deputy Director of Public Health, Manchester City Council

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**Summary**

This report provides a progress update on the implementation and delivery of the Making Manchester Fairer Kickstarter Schemes:

- (i) Improving Health Equity for Children and Young People- Children’s Element
  - (ii) Early Help for Adults Experiencing Multiple and Complex Disadvantage
- An update on the Young People’s Mental Wellbeing scheme will be presented at the next MMF update to the Board.

**Recommendations**

The Board is asked to note progress made on the delivery of these MMF Kickstarter schemes.

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**Wards Affected:** ALL

<b>Environmental Impact Assessment</b> -the impact of the issues addressed in this report on achieving the zero-carbon target for the city.	NA
<b>Equality, Diversity and Inclusion</b> - the impact of the issues addressed in this report in meeting our Public Sector Equality Duty and broader equality commitments	All Kickstarter models featured in the report have completed an Equality Impact Assessment (EqIA) with the focus on improving health equity for the target population groups.

<b>Manchester Strategy outcomes</b>	<b>Summary of how this report aligns to the OMS/Contribution to the Strategy</b>
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	<p>There is a recognition that Covid-19 has had a disproportionate impact on certain communities in our city. In delivering Making Manchester Fairer we will address the health inequalities that have been exacerbated by the Pandemic and the Cost of Living Crisis.</p> <p>The plan, sets out how we will build on the strengths of Manchester as a city and the amount of work that is already taking place to improve lives for residents, reflecting the OMS outcomes:</p> <ul style="list-style-type: none"> <li>• A Progressive and Equitable City : We will strive to create a truly equal and inclusive city, where everyone can thrive at all stages of their life, and quickly and easily reach support to get back on track when needed.</li> <li>• A highly skilled city: world class and home grown talent sustaining the city's economic success</li> <li>• A liveable and low carbon city: a destination of choice to live, visit, work</li> </ul>
A highly skilled city: world class and home grown talent sustaining the city's economic success	
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	
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):**

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

Making Manchester Fairer - – Tackling Health Inequalities in Manchester – Health and Wellbeing Board, 25 January 2023

Making Manchester Fairer - – Tackling Health Inequalities in Manchester – Health and Wellbeing Board, 7 June 2023

Making Manchester Fairer - – Tackling Health Inequalities in Manchester – Health and Wellbeing Board, 20 September 2023

Making Manchester Fairer - – Tackling Health Inequalities in Manchester – Health and Wellbeing Board, 1 November 2023

# 1 Introduction

- 1.1 Making Manchester Fairer (MMF) is Manchester City Council's five-year action plan to address health inequalities in the city focussing on the social determinants of health.
- 1.2 The delivery of Making Manchester Fairer can be summarised by its eight themes, four ways of involving communities and six principles that underpin the way the programme will be delivered.

Figure 1: MMF Delivery Plan Themes, Principles and Ways of Involving communities.

Themes	Principles for delivery	Ways of involving communities *
<ul style="list-style-type: none"> <li>❖ Early years, children and young people.</li> <li>❖ Poverty, income and debt.</li> <li>❖ Work and employment.</li> <li>❖ Prevention of ill health and preventable deaths.</li> <li>❖ Homes and Housing.</li> <li>❖ Places, transport and climate change.</li> <li>❖ Systemic and structural racism and discrimination.</li> <li>❖ Communities and power.</li> </ul>	<ul style="list-style-type: none"> <li>❖ Proportionate universalism and focus on equity.</li> <li>❖ Respond to and learn from impact of COVID-19.</li> <li>❖ Tailor to reflect the needs of Manchester</li> <li>❖ Collaboration, creativity, and whole system approach.</li> <li>❖ Monitor and evaluate to ensure we are Making Manchester fairer – narrowing gaps within Manchester as well as regional and national averages.</li> <li>❖ Take a life course approach with action on health inequalities starting before birth and right through to focus on ageing and specific needs of older people.</li> </ul>	<ul style="list-style-type: none"> <li>❖ Listen to us</li> <li>❖ Trust us</li> <li>❖ Employ us</li> <li>❖ Create and support the conditions for social connections to develop and flourish</li> </ul>

\*Based on insight from community group engagement

# 2 Background

- 2.1 Making Manchester Fairer is a broad and ambitious plan that will take time to get underway and deliver well. In recognition of that, a number of Kickstarter schemes were identified to 'kickstart' delivery of the plan with a focus on improving health equity, exemplifying the MMF principles and building momentum for the plan's delivery whilst the detail of the broader approach takes shape. Two of these schemes have been prioritised for investment in the first phase and will be expected to deliver financial benefits as well as improving health equity for the target population groups.

# 3 Overview of Kickstarter Schemes and Investment Fund

- 3.1 Four Kickstarter schemes were initially identified focusing on Children and Young People, Early Help for Adults, Work and Ill Health and Physical Activity.

- 3.2 The Making Manchester Fairer Investment Fund is currently City Council funding that is expected to deliver savings within the next three to five years. The Phase One Kickstarter schemes are expected to deliver financial benefits as well as improving health equity for the target population groups. The two Kickstarter schemes that were prioritised for investment within Phase One are:
- (i) Improving Health Equity for Children and Young People, with a costed budget of £1m for the children’s element and £430k for the young people’s element.~
  - (ii) Early Help for Adults Experiencing Multiple and Complex Disadvantage, with a costed budget of £850k.
- 3.3 The development, endorsement and delivery of the schemes has been an iterative and supportive process whereby implementation of the schemes could begin at a small scale without waiting for final endorsement by the MMF Programme Board. The Board is being used at check points to endorse ongoing development and ensure delivery is in line with the objectives of the MMF plan. This should provide assurance for the Kickstarter schemes and investment without causing a delay to implementation.

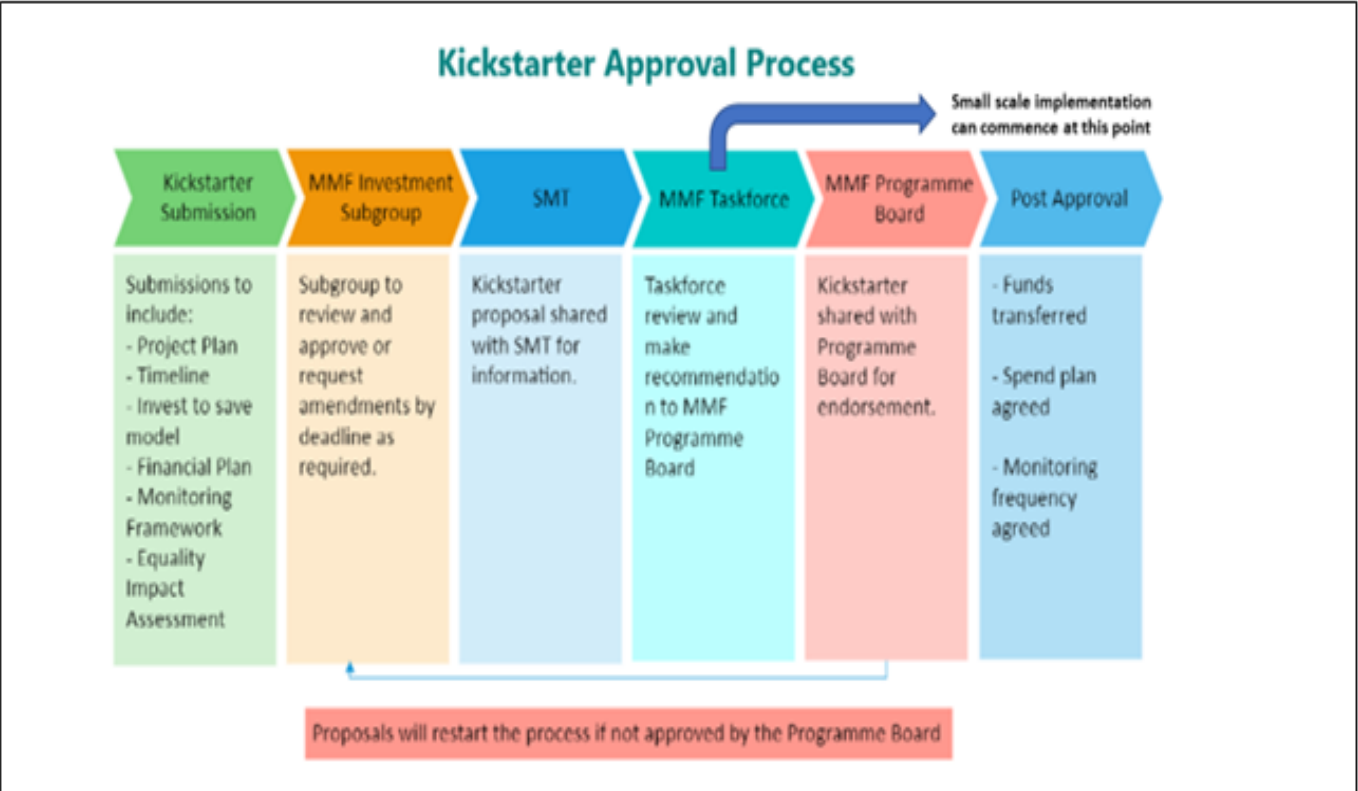
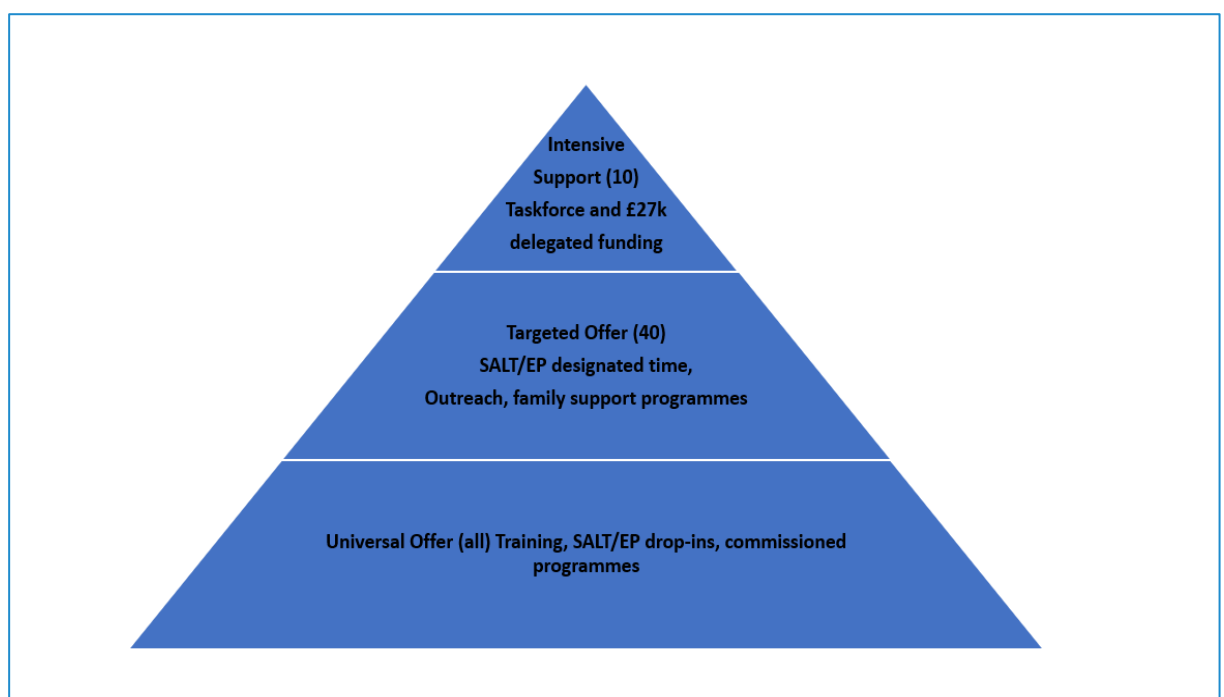


Figure 2: Kickstarter Scheme Approval Process

**4. Improving Health Equity for Children and Young People - Children’s Element**

- 4.1 The children’s element of this Kickstarter scheme is a 3-tier support offer delivered by a collaborative task force of services to provide intensive, targeted and universal support and interventions for children and families in early years and their families.

- 4.2 Schools with a cohort of children with a widening gap in Early Years and Family Services outcomes were identified and triangulated with data on deprivation, not reaching good levels of development (GLD), free school meals, English as an additional language, numbers not taking up the two-year-old offer, and those with the highest number of EHCPs (Education, Health and Care Plans).
- 4.3 This put schools into five clusters across thirteen wards, where the need is highest. The clusters of schools are based on geographical areas and include intensive support schools and targeted support schools. See list of clusters of schools in Appendix 1.
- 4.4 These schools will access a multi-agency task force provision wrapped around the early years cohort in school to ensure that identified and emerging needs within the cohort are responded to. This includes a focus on approaches in school as well as family work and the wider community offer for families to ensure that children are accessing as many opportunities as possible to support their development. Strong links to Family Hub services and Early Years provision will be developed, ensuring families have access to high quality universal service.



*Figure 3: Three Tier Support Approach*

- 4.5 Benefits of the scheme will be in the short/medium-term:
- Improved school attendance
  - Improved uptake of Early Years offers/free two-year-old childcare
  - Improved school readiness.
- 4.6 Longer term benefits will be realised in two to three years through:
- Reduction in demand for specialist services such as speech and language therapy

- Reduction in Education, Health, and Care Plans (EHCPs) due to needs being met at SEND (Special Educational Need and Disability) services.
- Increase in children reaching the appropriate level at each transition stage.

*Progress on implementation and delivery:*

- 4.7 Intensive schools: All ten schools have been appointed a Support Worker which has enabled the assessment, training and input from an Educational Psychologist (EP) and Speech and Language Therapist (SALT). Accompanying this, each school established a taskforce group made up of partners based on the needs and challenges of the school.
- 4.8 Targeted schools: Support started in the Autumn term. Each of the five clusters completed a needs analysis to identify how they could best utilise the support from the EP and SALT to meet their needs. The Early Years Outreach Workers were also appointed and started working with each cluster of schools, taking referrals for families from the schools.
- 4.9 Universal Offer: The early years transition reading book was given to all children going into a reception class in a Manchester school before the Summer term ended. This was supported with enrichment packs for pre-school professionals, parents and the reception class staff to support the transition. A webinar was delivered covering social housing and homelessness prevention following feedback that housing was an issue many families faced. An offer has been developed for schools and early years practitioners that provides links to different peer networks, training and support that will help to address inequalities which will be available through the 2024 Spring and Summer terms. A similar offer is being finalised for pre-school professionals and will be sent out by the end of January 2024.

*Monitoring:*

- 4.10 Initial baseline data has started being collected from schools now information sharing agreements are in place. Further data will be collected at the end of the Spring and Summer terms to allow assessment of the intervention on pupils' progress, their attendance and parental engagement.
- 4.11 The impact of the interventions on early years will be collected on a termly or quarterly basis with the first data being available from January 2024. This will look at the numbers of Early Years and REAL programme referrals (Raising Early Achievement in Literacy) and WellComm screenings (a language screening tool used assess language development and identify where interventions are needed) and the outcomes of these together with uptake of the Early Years core offer and free two-year-old nursery places.
- 4.12 Qualitative analysis will also be carried out to better understand the outcomes of the interventions and their impact through structured interviews with those involved with the project. These findings will start to become available in the Spring term.

4.13 Next Steps:

- Finalising the last part of the universal offer for pre-school professionals
- Continuing to monitor and support the intensive and targeted offers to ensure they achieve the best outcomes for families and establish processes and tools needed for data collection and analysis to enable evaluation of the interventions.

**5. Early Help for Adults Experiencing Multiple and Complex Disadvantage**

- 5.1 Following a successful pilot in Old Moat, Withington, Wythenshawe, Harpurhey and the City Centre, funded through the national Changing Futures programme, this Kickstarter will expand a keyworker-led, multi-disciplinary support offer to have City-wide coverage. The target group is adults experiencing multiple barriers to health and wellbeing including homelessness, mental ill health, substance misuse, and unemployment. A significant number of this cohort will also have grown up in challenging social conditions, and experienced adverse childhood experiences which compound these factors. The service design and delivery will be developed in a way that expands on the original pilot, ensuring it works with cohorts and groups that were missed.
- 5.2 The scheme will be expanded to Gorton, Abbey Hey and Levenshulme, Ancoats, Beswick, Clayton and Openshaw; Cheetham and Crumpsall; and Hulme, Moss Side and Rusholme. The expansion of the project will work with c.100 new people in the target group.
- 5.3 This will allow Multi-Agency Prevention and Support (MAPS) meetings to be delivered citywide, bringing together locality-based professionals with intelligence and experience working, with adults who require supportive interventions.
- 5.4 A commissioned local support provider with experience of working across sectors will draw on the intelligence of all MAPS and VCSE partners and to provide a bespoke holistic support intervention and a single point of contact for the individual receiving support.
- 5.5 Benefits will be in short/medium term:
- Referrals to new MAPS meetings
  - Relationship-building and intelligence-sharing with MAPS partners
  - Embedding of Early Help for Adults Case Management within MAPS supporting the wider support network.
- 5.6 Longer term benefits in three years will be seen by preventing the need for further interventions by high demand services and may include:
- Reduction in A&E presentations
  - Reduction in the number of people sleeping rough or who are homeless
  - Reductions in demand for adult social care services
  - Reduction in intensive mental health support.

Progress on implementation and delivery:



- 5.7 A lessons learnt analysis and evaluation of MAPs governance, the current model, and Changing Futures is currently underway and will be completed by January 2024. This will establish any changes that need to be made and inform the development and roll out of MAPS. It will also include a review of MAPS geographical locations. Work is taking place with Adult Social Services to improve alignment with MAPS and Changing Futures.
- 5.8 Funding for the Kickstarters is being match funded with Changing Futures to fund a city-wide Early Help for Adults model attached to MAPS. A procurement exercise has been undertaken, and the contract will be awarded by January 2024, with service mobilisation achieved by April 2024.
- 5.9 Internal vacancies will be filled by January 2024 to support, coordinate and embed the expansion of MAPS.
- 5.10 A monitoring and evaluation framework is in development. Workshops to facilitate and develop the framework took place on the 24<sup>th</sup> November and the 13 December.

Monitoring:

- 5.11 Monitoring of the Kickstarter scheme will be finalised in January 2024, once the review analysis and evaluation of MAPs governance, the current model, and Changing Futures pilot has been completed and the monitoring and evaluation framework is completed.
- 5.12 Next Steps:
- The tender for the procurement of the support service closes in early January, with evaluation and review of bids to be completed in late January. It is estimated the contract will be awarded by 5<sup>th</sup> March and service will mobilise by 1<sup>st</sup> April.
  - All the internal MAPS coordination posts to commence in January/February 2024.
  - Completion of the evaluation of MAPS will take place in January to inform recommendations on the governance, referral routes, processes and future model and delivery. These recommendations will then help form the action plan for this programme for the next twelve months.

## **6. MMF Programme Monitoring of Kickstarter Schemes**

- 6.1 The MMF approach to monitoring, within a framework for measuring short-, medium- and longer-term progress, combines qualitative and quantitative data and is linked with the evaluation of each Kickstarter scheme.
- 6.2 Each Kickstarter scheme has key inequalities that have been identified to be addressed, triangulating what we know from research, what our residents and staff have said in relation to inequality and key groups, and what is apparent from the data. Kickstarter metrics will be incorporated into the annual MMF temperature check as the schemes develop, providing opportunity to capture and report on activity, benefits and outcomes.

- 6.3 To assess the financial benefit of Kickstarters, a Social Return on Investment model will be used to link expenditure on the services to an assessment of the potential benefits of the outcomes. The intention is to show that the money invested into the Kickstarter schemes produces tangible outcomes and indicates that there is a financial benefit to the interventions.

## **7. MMF Programme Evaluation of Kickstarter Schemes**

- 7.1 The approach to the evaluation of each Kickstarter schemes varies depending on the resources available, timescales and nature of the scheme. The approach to evaluating the Early Help for Adults Kickstarter is being developed alongside the development of the scheme.
- 7.2 For the Children's Kickstarter, in-depth work is being carried out to explore the views of the staff involved in delivering the interventions to support children and families. The analysis will include the identification of early outcomes and impacts that demonstrate a trajectory towards higher-level change, utilising the monitoring data. Qualitative evaluation data has been collected using semi-structured interviews with 44 participants who are staff from eight schools in the intensive and targeted support cohorts, and support workers co-ordinating and supporting the Kickstarter task force. This data will be analysed thematically to describe the key issues, mechanisms, facilitators and barriers around achieving the aims of the Kickstarter.

## **8. Summary and Recommendations**

- 8.1 This paper has provided a progress update on the Childrens and Early Help for Adult's Kickstarter schemes. An update on the Young People's Mental Wellbeing scheme will be presented at the next MMF update to the Board.
- 8.2 The Board is asked to note progress made on the delivery of these MMF Kickstarter schemes so far.