

## Manchester City Council Report for Information

**Report to:** Communities and Equalities Scrutiny Committee – 5 September 2023

**Subject:** Communities of Identity

**Report of:** Joint Director of Equality and Engagement - NHS GM Integrated Care (Manchester locality) and Manchester City Council

---

### Summary

This report explores the inequalities faced by ‘communities of identity’ within the city, and, through examples of community engagement, how specific groups access and are supported by Council services to improve their experience and outcomes. The report is structured around the Council’s three Equality Objectives and incorporates the Census 2021 data and other sources of information to ensure a more accurate understanding of these communities and where they face barriers in education, health, employment, and housing.

### Recommendations

The Committee is recommended to:

- (1) consider the progress made to date on delivering our Equality Objectives and comment on the information provided.
  - (2) support the approaches to working with communities and areas for further development outlined in the report.
- 

### Wards Affected: All

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

It is recognised that some resident groups in Manchester will potentially particularly benefit from advancement on the zero-carbon agenda. Improving conditions for Manchester residents by tackling our climate change ambitions helps create a more equal platform. More energy efficient housing, healthier households who are more active, safe and can access active travel and public transport will improve residents' lives. Reducing carbon emissions and improving air quality across the city will in turn help reduce health inequalities. Increasing and improving the quality, quantity and accessibility of green spaces and nature within the city will enable all people to benefit from spending time in nature, resulting in improved physical and mental health and wellbeing of residents. Manchester City Council is mindful of a just transition to achieving its zero carbon ambitions and is conscious of not creating new forms of inequality and poverty and ensuring everyone benefits from the progress being made.

**Equality, Diversity and Inclusion** - the impact of the issues addressed in this report in meeting our Public Sector Equality Duty and broader equality commitments

The Public Sector Equality Duty under the Equality Act 2010 requires public authorities to publish equality objectives and report on them. Manchester City Council's equality objectives are: Knowing Manchester Better, Improving Life Chances and Celebrating Our Diversity. This report looks at the work done with communities and community organisations to address these objectives.

Manchester Strategy outcomes	Summary of how this report aligns to the OMS/Contribution to the Strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	Reporting on progress against our Equality Objectives is part of our legal requirement which provides assurance that the Council has due regard for advancing equality and addressing inequalities in all aspects of its service delivery. We recognise that the diversity of our city is a strength which we can build upon in terms of developing a sustainable economy. However, we also recognise that we need to ensure that we have a real focus on enabling people who experience the greatest inequalities to benefit from our economy. Our report sets out how we are tackling inequalities and engaging with our communities across a range of areas.
A highly skilled city: world class and home grown talent sustaining the city's economic success	Our report describes our commitment to ensuring that we support Manchester people to progress, build their skills and have access to opportunities through targeted approaches to addressing known inequalities
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	The 'future focus' section of the report outlines ways to continue to develop our community engagement practices.
A liveable and low carbon city: a destination of choice to live, visit, work	The report sets out our approach to valuing diversity and ensuring that we develop an inclusive culture across services, events, and the strategies that support the liveable and low carbon outcome.
A connected city: world class infrastructure and connectivity to drive growth	The report describes how we recognise the structural and systemic barriers that many people in our city experience linked to their protected characteristics and that we need to remove them to ensure equitable access to all that the city has to offer.

Full details are in the body of the report, along with any implications for:

- Equal Opportunities Policy

- Risk Management
- Legal Considerations

### **Financial Consequences – Revenue**

Not applicable.

### **Financial Consequences – Capital**

Not applicable.

### **Contact Officers:**

Name: Sharmila Kar  
Position: Joint Director of Equality and Engagement – NHS GM Integrated Care (Manchester locality) and Manchester City Council  
Telephone: 07811 982287  
E-mail: [sharmilakar@nhs.net](mailto:sharmilakar@nhs.net)

Name: Fiona Ledden  
Position: City Solicitor  
Telephone: 0161 234 3087  
E-mail: [fiona.ledden@manchester.gov.uk](mailto:fiona.ledden@manchester.gov.uk)

Name: Michelle Wheeler  
Position: Equalities Specialist  
E-mail: [michelle.wheeler@manchester.gov.uk](mailto:michelle.wheeler@manchester.gov.uk)

### **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.

- References and relevant links are listed in Appendix 1.

## 1.0 Introduction

1.1 This report outlines how specific communities access and are supported by Council services and workforce to improve their experiences and outcomes. The report aims to complement the data and insight in [the State of the City annual report](#) and [the Making Manchester Fairer action plan](#). The report is structured around the Council's three Equality Objectives. This report is one aspect of our commitment to understanding our communities better by providing examples of how communities of identity interact and engage with Council services and their partners.

## 2.0 Background

2.1 This report follows two previous Communities of Identity reports, published in 2010 and 2016. It aims to complement the data and insight in the State of the City annual report and the Making Manchester Fairer action plan as well as other 'deep dives' into specific protected characteristics that have previously been produced by the Equalities team.

2.2 The definition of 'communities of identity' used is:

*'People who share particular characteristics connected to their heritage, belief system or identities, that contribute to interactions in their day-to-day lives: for example, they could be racially minoritised communities, faith groups, disabled people, older people, trans and nonbinary people.'*

2.3 We focus on those communities where data has shown experience greater or more entrenched inequalities in key areas of policy and practice. They are:

- communities experiencing racial inequalities
- disabled people
- older people (people aged over 50)

2.4 We recognise that other communities of identity also experience inequalities but have not been included in this report, for example LGBTQ+ communities – for these, other work is progressing, including an in-depth report to be presented to Scrutiny in October 2023.

## 3.0 Main issues

### 3.1 Strategic context

3.1.1 Manchester's vision for our city is one where poverty is unacceptable and collectively, we are committed to doing everything within our power to reduce and eliminate poverty. We know that poverty in Manchester is distributed unevenly, with certain groups and communities likely to be disproportionately affected. Several key strategies and plans have been published recently which aim to make Manchester more equitable, including the Our Manchester Strategy, Making Manchester Fairer, and the Anti-Poverty Strategy,

### 3.2 Intersectional approach to inequality

3.2.1 An intersectional approach asks that we pay attention to how particular identity markers interact with other identities to marginalise particular groups further. This approach avoids group generalisations and attend to within-group differences. Identifying the impacts of inequalities in this intersectional manner is key to removing barriers and advancing equality.

3.2.2 We are committed to using the Census 2021 and other data about our residents in an intersectional way. This data analyses needs to be reinforced by ongoing, culturally competent approaches to ensuring that communities of identity influence the design and delivery of services. This data and lived experience evidence will provide the information necessary to support action to tackle the inequalities experienced by the specified communities of identity.

### 3.3 Insights into our communities

3.3.1 The report highlights recent data sources, alongside Census 2021, which provide insight into how residents in different communities of identity face additional barriers in their daily lives and outcomes. The report analyses these in relation to housing, education, employment, and health.

### 3.4 Key learning and areas for development

3.4.1 The report identifies areas of good practice and further development, which we hope will enable delivery of services in a more targeted, effective, and culturally proficient way. The examples in the report are not an exhaustive list and further work is underway to evaluate the effectiveness of our approach to community engagement.

#### 3.4.2 Areas for further development:

- a) digital inclusion, particularly as we increasingly rely on digital engagement and surveys to gain feedback, making it harder for some of the identified communities to have a say.
- b) better targeted engagement, in particular younger people (16-25), Gypsy, Roma and Traveller and other racially minoritised communities
- c) better use of data both quantitative and qualitative, in how teams leading consultation and engagement align their engagement plans with service delivery.
- d) tracking the impact of our engagement longer term, whether qualitatively through deepened and trusted relationships, or quantitatively through data collection of who we are reaching, or through other accountability mechanisms.
- e) integrating and embedding approaches to intersectionality and the social model of disability effectively into how we design, develop, and deliver work for and with our communities.
- f) ensuring that the report is a 'live' document to inform further work and deep dives going forward.
- g) developing a framework for how we engage with communities more effectively which aligns with the work already underway through Making Manchester Fairer.

- h) programmes to further develop our workforce such as, the leadership pathway programme for racially minoritised staff, the workplace adjustment hub to support disabled staff and their managers, the MMF system-wide Race and Health Equity education programme, discussions with members of the senior leadership group and their teams about how their services can better engage communities.

#### **4.0 Recommendations**

4.1 The Committee is recommended to:

1. Consider the progress made to date on delivering our Equality Objectives and comment on the information provided.
2. support the approaches to working with communities and areas for further development outlined in the report.