

Greater Manchester Health and Care Board

Date: 1 October 2021

Subject: Tackling Inequalities in Greater Manchester – Next Steps

Report of: Sarah Price, Interim Chief Officer, GMHSC Partnership and Joanne Roney, Chief Executive, Manchester CC and Lead Chief Executive for Inequalities

SUMMARY OF REPORT:

This paper provides an overview of the report of the GM Independent Inequalities Commission and the Build Back Fairer in Greater Manchester report, and proposes next steps for the Health and Care Board in terms of translating the ambitions within the reports into action and improved outcomes.

KEY MESSAGES:

There are high levels of inequality in Greater Manchester which impact directly upon the lives of local people.

These two reports, which cover both the unequal impact of the Covid-19 pandemic and the pre-existing inequalities which contributed to this, provide a call to action to services for the public and to citizens in Greater Manchester.

Whilst both reports highlight a challenge of enormous scale and complexity, they also provide practical recommendations and an overwhelming sense that change is achievable in Greater Manchester.

PURPOSE OF REPORT:

To provide the Health and Care Board with an overview of both reports.

To confirm next steps for the Health and Care Board in relation to the Greater Manchester system response to the report of the GM Independent Inequalities Commission and the Build Back Fairer in Greater Manchester report.

RECOMMENDATIONS:

The Greater Manchester Health & Care Board is asked to:

1. Note the findings and recommendations of the GM Independent Inequalities Commission report and the Build Back Fairer report and commit to contributing to the co-production of the GM system response.
2. Agree to receive the proposed system response to Build Back Fairer and the areas of synergy with the Independent Inequalities Commission at an Autumn meeting of the GM Health and Care Board.
3. Re-emphasise the importance of both reports being considered within the development of the GM Integrated Care System.

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“Amid deep uncertainties, we believe this is a once in a lifetime chance to build a fairer society fit for the future; the pandemic brings opportunities as well as lessons...This must be a time of great hope. This is the time for change, a time of recognition that we all want to build back better, and that we cannot let the shadows of the past dim the bright promise of a fairer future. And this is the place” – GM Independent Inequalities Commission (2021)

1. INTRODUCTION

1.1 Prior to the Covid-19 pandemic, tackling inequalities was a recognized priority within Greater Manchester and the system was already acutely aware of the challenges that existed.

1.2 Put simply, there are significant inequalities that exist between GM and the rest of the country, between localities in GM, within localities and across specific groups within our population.

1.3 The Covid-19 pandemic has served to amplify and exacerbate these inequalities and two recent GM reports have sought to quantify the scale of the challenge and propose potential solutions.

1.4 The GM Independent Inequalities Commission report and Build Back Fairer in Greater Manchester make for necessarily uncomfortable reading and should serve as a call to action to both those who provide services to the public and to citizens themselves.

1.5 Responding to the issues that are exposed requires the entire GM system, working alongside those who live and work here, to embark on a journey of transformation that is unprecedented in both its scale and complexity, and in its potential reward.

1.6 This report represents the start of the next stage of this journey for the GM Health and Care Board and whilst there are clear challenges to address, it represents an unmissable opportunity to make a real and lasting difference.

2. THE REPORT OF THE GREAT MANCHESTER INDEPENDENT INEQUALITIES COMMISSION

“2020 was a wake-up call. The Covid-19 pandemic exposed the fractures running across our society: The North-South divide, deep inequalities in health, our resilience and resistance eroded by austerity, and the fragility and insecurity of so many people’s livelihoods and wellbeing. Even before the pandemic, death rates had started to rise in some groups and rates of mental ill health were rising in children and adults.” - GM Independent Inequalities Commission (2021)

Overview:

2.1 The Greater Manchester Independent Inequalities Commission was established in October 2020 to influence the city-regional recovery from the Covid-19 pandemic, providing expert opinion, evidence and guidance as Greater Manchester's economy and society reshapes over the coming months and years.

2.2 The Commission provided a deep dive, rapid research into the structural inequalities which exist in Greater Manchester, engaging across communities, public and business stakeholders, carrying out research, and gathering ideas, on inequalities associated with health, education, employment, and skills; structural racism; future economic strategy, and the powers that Greater Manchester has to tackle these issues

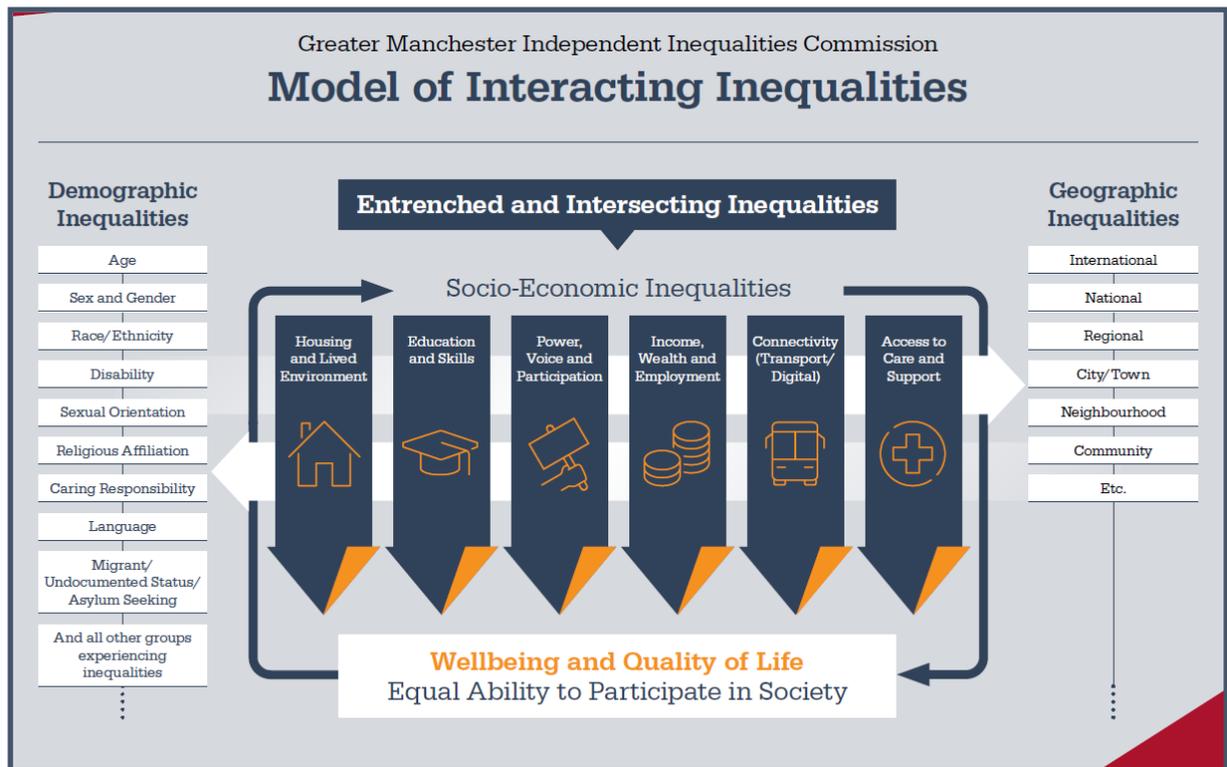
2.3 The Commission was encouraged to act an independent 'critical friend' for Greater Manchester, be challenging and radical, and report back recommendations that are hard-hitting and practical, to enable positive change.

2.4 The Commission launched their final report on 26th March 2021 and at its meeting in June, the GM Combined Authority resolved:

- That the publication of the Commission's Report which includes a number of flagship recommendations for addressing inequality in Greater Manchester, be welcomed
- That the Tackling Inequalities Board will ensure all future work on inequalities is aligned and takes full account of the Commission's recommendations.

Findings:

2.5 The Commission highlighted the interconnection of inequalities, and that all inequalities are important. In Greater Manchester there are self-perpetuating cycles of inequality which systematically disadvantage people and impact in different ways. These can be made worse by overlapping identities. The Commission looked at the causes of intersecting and interacting inequalities, not simply looking at issues in isolation (for example, health, poverty, or digital connectivity), but seeking to understand the common drivers of all these inequalities. This is articulated in a Model of Interacting Inequalities



2.6 The Commission's vision set out the need to focus on reducing inequalities at the foundations of Greater Manchester's prosperity and wellbeing:

- A good job,
- A decent home
- Affordable transport
- Digital access
- Green space
- Clean air
- Safe streets
- Support to maintain good health,
- The chance to learn and develop.

The report describes how Greater Manchester must ensure that everyone has access to the basics for a good life – no matter *who* they are or *where* they live – and target resources at the people and places within Greater Manchester who face the greatest barriers to living good lives knowing that when inequalities are reduced, everyone will benefit.

2.7 To achieve this vision, the Commission has described principles and approaches:

- You can only level up from the bottom up; Top-down actions and leadership must enable this to happen
- Greater Manchester needs clear leadership and focus from the top on prioritising inequalities, and being brave enough to share power with those most affected by inequalities

- Greater Manchester must also tackle the root causes of inequalities in the economic system, in the way public services work, and in deep-rooted discrimination of all kinds, including structural racism.
- This should be done by building on what's there; the vast amount of good work that's already happening, but going further, deeper, and wider.
- Tackling Inequality requires the whole system working together; collaboration and shared responsibility to be creative and resourceful with the powers and resources available.
- Greater Manchester will also need to lever in power and resources, lobbying and working with national government

Recommendations made by the Commission:

2.8 The Commission made three broad types of recommendations:

- a) Flagship** – numbered recommendations, the ‘we think you must do’ recommendations
- b) Suggestions** – policy ‘hooks’, ideas, inspiration (which are embedded within the text), the ‘here are some great ideas or existing activities we strongly urge you to consider’
- c) Influencing** – suggested ways to influence key actors – government, big businesses, anchor institutions, anchor sectors (again mentioned in the text and in a section near the end on influencing government), the things that Greater Manchester should be encouraging others to do.

2.9 The recommendations in the Commission’s report cover five areas:

- i. The Essential Pivot** – putting wellbeing and equality at the heart of our strategies and actions
- ii. People Power** – putting more power in the hands of the people of Greater Manchester
- iii. Good jobs, decent pay** – providing good employment, paying the Real Living Wage, and creating skills opportunities
- iv. Building wealth** – spreading wealth, asset holding and the benefits from these within and between communities
- v. Services for a good life** – facilitating a move towards universal basic services

2.10 The full list of recommendations is included as **Appendix 1**.

3. BUILD BACK FAIRER IN GREATER MANCHESTER

“Within Greater Manchester, as across the world, inequalities in COVID-19 mortality have been only too apparent and the long-term economic and social impacts of containment measures will widen inequalities in health for the foreseeable future. Analysis shows that rates of mortality from COVID-19 in Greater Manchester are 25 percent higher than in England as a whole. Life expectancy in the North West of England also declined more during 2020 than in England overall.”

- Build Back Fairer (2021)

Overview:

3.1 The Greater Manchester Build Back Fairer review was completed and published in July 2021 as a partnership between the GM system, the Institute of Health Equity and Professor Sir Michael Marmot and to signify the establishment of GM as a Marmot City Region.

3.2 It builds upon the “Health Equity in England: The Marmot Review 10 Years On” report, the accompanying Greater Manchester evaluation, and the December 2020 “Build Back Fairer: The COVID-19 Marmot Review” and represents the latest stage in a long-standing collaborative arrangement between Greater Manchester, the Institute of Health Equity and Professor Sir Michael Marmot.

3.3 The report highlights how levels of social, environmental, and economic inequality in society are damaging health and wellbeing and explores how these inequalities have been exposed and magnified by COVID-19 and its impacts.

3.4 It sets out a series of recommendations to underpin the Covid-19 recovery in Greater Manchester.

Findings:

3.5 The report found that prior to the coronavirus pandemic health inequalities in Greater Manchester were already widening, health improvement was stagnating, and that this was amplified and accelerated by the Covid-19 pandemic.

3.6 The impact of the Covid-19 pandemic on the GM population has been profound, and disproportionate across a range of measures: COVID-19 mortality rates are 25% higher in Greater Manchester than in England as a whole; Covid-19 mortality rates are highly unequal within the city region – 2.3 times higher in the most deprived decile than the least, a gap that is wider than in the rest of England; Life expectancy in the North West of England declined more during 2020 than in England overall.

3.7 Higher infection and mortality rates in Greater Manchester can partly be explained by several factors that are fundamentally tied to pre-existing inequalities such as economic inequality, poverty, and deprivation; Working and living conditions; Types of employment.

3.8 The report also found that Greater Manchester has experienced particularly damaging longer-term economic, social and health effects from national and local lockdowns, which will further damage health and widen inequalities if mitigating action is not in place. These include:

- Strains in public finances, affecting community and environmental conditions
- Widening inequalities in attendance and attainment in education and early years
- Increasing poverty, debt, and income inequality
- Rising unemployment, particularly for young people
- Deteriorating mental health for all age groups, but particularly for young people.

3.9 A focus on the social determinants of health (those factors outside health care that affect health) is fundamental to Covid-19 recovery and achieving a permanent reduction in health inequalities. This includes an emphasis on: Communities and places; Housing, transport, and the environment; Early years, education, and young people; Income, poverty and debt; Work and unemployment; Public health.

3.10 While the pandemic has exacerbated social, economic and health inequalities, there are reasons to believe the crisis can be a positive transformative moment:

- Health has been the priority
- Society and government have at times worked together for a common goal
- Businesses have become more engaged in societal outcomes
- Services have worked much more closely and collaboratively with communities.
- There has been a greater appetite seen to reduce the inequalities exposed during the pandemic

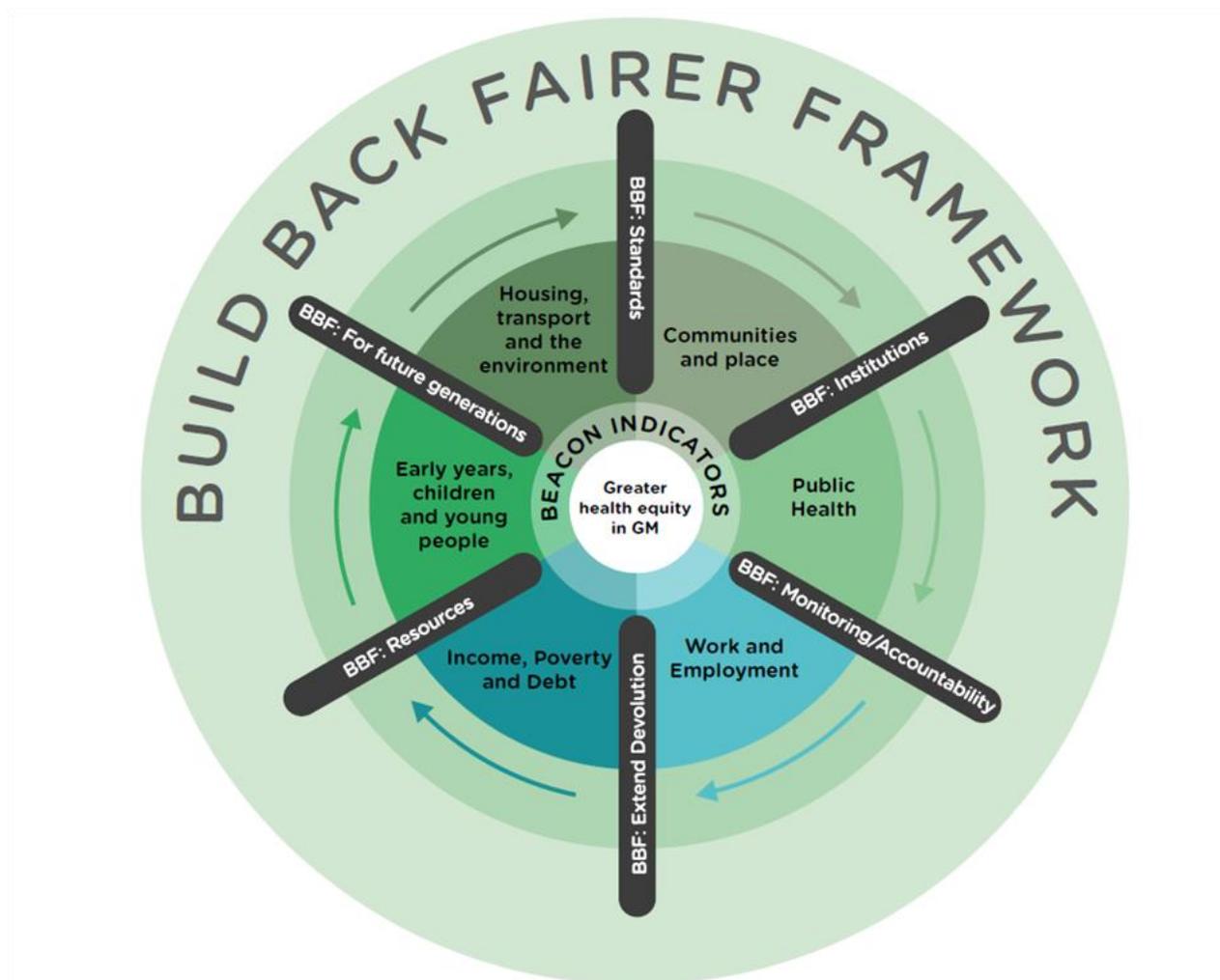
Recommendations made in the Report

3.11 The report concludes that there is an urgent need to do things differently and argues that Greater Manchester, as a ***Marmot City-Region***, should establish a clear ambition to:

- Build a society based on the principles of social justice
- Reduce inequalities of income and wealth
- Build a wellbeing economy that puts health and wellbeing, rather than narrow economic goals, at the heart of economic strategy
- Build a society that responds to the climate crisis
- Achieve greater health equity

3.12 The report calls for health equity to be placed at the heart of Greater Manchester governance (including within resource allocation), and for all policies in the city region to be geared towards achieving greater equity of health and wellbeing.

3.13 It provides a proposed **Build Back Better Framework** to underpin the approach to post Covid-19 recovery which is built around **6 key themes**:



3.14 These six key themes are accompanied by recommendations for specific actions in six key areas:

- a) **Communities and Places** – including by providing more resources for more deprived areas and communities – by redistributing existing resources / assets and seeking greater investment from business and central government.
- b) **Housing, Transport, and the Environment** – including by developing ‘healthy living’ standards for housing, environment, and employment; providing guaranteed training and support for young people, affordable transport and clean air
- c) **Early years, Children and Young People** – including by prioritising future generations and ensuring that no young person is without employment,

education or training after they leave school; providing additional support for mental health in schools and workplaces and more mental health service provision for young people

- d) **Income, Poverty and Debt** – including by developing a minimum income level for healthy living, specific to the cost of living healthily in Greater Manchester and advocating nationally for this minimum income level to be the benchmark for wages and welfare payments
- e) **Work and Unemployment** – including by seeing a stronger role for business in achieving social goals, including reducing health and social inequalities – by being good employers, having ‘equitable’ supply chains, investing in / contributing to communities, investments to be sustainable and healthy, and providing beneficial products and services; Extending positive impacts of public sector organisations, beyond their services
- f) **Public Health** – including by providing a guaranteed offer of universal access to public health / wider public services

3.15 The report recommendations are included in full as **Appendix 2**.

3.16 In addition, the report makes the case for the GM system to adopt a series of ‘**Marmot Beacon Indicators**’ as measures of the extent to which the system is addressing the factors which impact upon levels of inequality and to identify areas where additional focus is required. The proposed Indicator Framework is attached as **Appendix 3**.

4. NEXT STEPS

4.1 These reports provide a call for action, not a request for new or separate public sector ‘strategy’. They have been widely shared with partners, networks, boards, panels, and communities to ensure that essential momentum is maintained and that this remains as much a priority for public services as it is for wider society.

4.2 In addition, localities are examining their current work through the lens of the Commission’s report to see where opportunities lie to go further and faster on key issues. To enable a coordinated response, identifying existing good practice, local priorities and areas of interest, a request has already been made that Local Authorities and Greater Manchester agencies share their current activities and plans in response to further inform the Greater Manchester development of next steps and actions.

4.3 There are clear emerging areas of synergy across the two reports, many of which will sit at the heart of Health and Care transformation in Greater Manchester such as the importance of addressing the wider, social and commercial determinants of health; an ambition to embed improving health and tackling inequalities in all policies and strategies; the need for the whole system to pivot towards a relentless pursuit of improved outcomes and reduced inequalities; the interdependence that exists between health and wealth; the important role that can be played by public services as ‘*anchor institutions*’; the systematic

rebalancing of investment towards prevention and early intervention; the importance of engaging and involving communities and citizens; the establishment of clear goals, targets and ambitions in relation to health and inequalities.

4.4 Wide-ranging activity is now taking place to co-produce the Greater Manchester system response. It is proposed that this response is brought to both the GM Health and Care Board and GM Combined Authority in the autumn, as an example of a truly collective first step on the next stage of this Greater Manchester journey.

5. RECOMMENDATIONS

5.1 The GM Health and Care Board is asked to:

5.1.1 Note the findings and recommendations of the GM Independent Inequalities Commission report and the Build Back Fairer report and commit to contributing to the co-production of the GM system response.

5.1.2 Agree to receive the proposed system response to Build Back Fairer and the areas of synergy with the Independent Inequalities Commission at an Autumn meeting of the GM Health and Care Board.

5.1.3 Re-emphasise the importance of both reports being considered within the development of the GM Integrated Care System

Appendix 1 – GM Independent Inequality Commission Recommendations

Our Recommendations

There is a vast amount of good work being done and many areas in which Greater Manchester is leading the way and making progress. But now is the time for a step change in its delivery. Our recommendations focus on how Greater Manchester can both respond to the immediate challenges created by the pandemic, and pivot towards a new way of doing things that puts tackling inequality at its heart. We have not tried to provide a comprehensive blueprint for tackling all inequalities in Greater Manchester – that is beyond the scope of our short Commission. Instead, we have focused on some key ways in which Greater Manchester could seek to shift wealth, power and opportunity to those too often denied it.

Greater Manchester Combined Authority (GMCA) can set goals and show leadership, but ultimately the vision will only be achieved by the whole system working together: GMCA, local authorities, health and the wider public sector, businesses and trade unions, the community and voluntary sector, and local residents. The Commission recognises that many of the big shifts needed to tackle inequality are outside of Greater Manchester's control and sit with national government – for instance, the urgent need to repair our social safety net by reforming Universal Credit and lifting statutory sick pay.

The double hit of the pandemic and a decade of austerity has also put local authority budgets under more pressure than ever before. This makes it all the more urgent to be creative with the powers and resources that are available – targeting resources to where they are most effective and working in partnership with communities.

The Commission hopes that our proposals will take Greater Manchester to the next level in creating a good life for all, built on the strong foundations already present in the city-region.

An Essential Pivot

1. Put **wellbeing and equality goals** at the heart of the Greater Manchester Strategy and align budgets, portfolios and activities to these so that good lives for all is the focus of everything Greater Manchester does.
2. Convene a **GM Anchor Action Network** and use their spending, investment and soft power to drive social value, support disadvantaged groups and create good, secure, living wage¹ jobs.

People Power

3. Create a **People's Taskforce** to put power into people's hands at every level of Greater Manchester and a **People's Assembly** to contribute to priority setting and work with public authorities in delivering them.
4. Give the **Equality Panels more teeth** with a stronger mandate and resources to constructively challenge public bodies.
5. Establish an **independent Anti-Discrimination** body to tackle breaches of the Equality Act.
6. Agree a joint commitment across GMCA, districts and statutory partners to **tackle inequality faced by minority groups** with a clear plan for roll out.
7. Develop a **GMCA Race Equality Strategy**, backed by a plan to increase representation of Black and Asian minorities in senior positions in GMCA and tackle race inequality in health, education, policing, work and housing.

Good Jobs, Decent Pay

8. Set up **'GM Works'** to create good jobs, upskill and reskill people to take up these jobs and provide apprenticeships and 6-month Job Guarantees for disadvantaged groups in key sectors.
9. Set an ambitious target for every employer in Greater Manchester to **pay the living wage and offer living hours by 2030**, using the Good Employment Charter, conditions on access to public goods, services and contracts and support for businesses in low paid sectors to get there.
10. **Bridge the skills divide** with universities, colleges and training providers working jointly to improve access to training, life-long learning and in-work progression schemes for disadvantaged groups.

Building Wealth

11. **Create a Community Wealth Hub** to support and grow co-operatives, mutuals, social and community enterprises, staffed by people from the co-operative and community sector who understand the market.
12. Set up a **Community Investment Platform** to tap into local savings, unlock community investment and build-up assets to share wealth with everyone in Greater Manchester.
13. Set up a **Land Commission** to look at ownership and control of land in Greater Manchester, its impacts on inequality and potential solutions.

Services for a Good Life

14. Move towards **universal basic services** in which education, health, childcare, adult social care, housing, transport and digital connectivity are provided to all and lobby central government to invest and devolve funding to make this a reality.
15. Launch an **Education Challenge** to give every child an equal start in life by levelling up schools in deprived areas, supporting young people's transition at 16 and improving access to activities that build social skills, confidence and resilience.
16. Scale up **public and social sector housebuilding** to deliver affordable, decent homes, backed by a plan to acquire land, rental properties, new builds and commercial properties for social housing.
17. Amplify the **Greater Manchester Model of integrated public services in 10 pathfinder deprived neighbourhoods and pilot an income guarantee** in one or more to tackle inequality, using community-led priorities, cross-service teams, pooled budgets and participatory budgeting.

In our full report we give detail on these recommendations and encouragement for other actions, including GMCA's role as a convener of calls to action for national actions and policies.



Appendix 2 – Build Back Fairer Recommendations

1 Build Back Fairer for future generations	Prioritise children and young people <ul style="list-style-type: none">• Provide further support for early years settings in more deprived areas, including additional support for parents• Extend interventions to support young people’s mental health and wellbeing at school and at work• Ambition for all young people, 18–25 years old, to be offered in-work training, employment or post-18 education• All policies assessed to consider impacts on health equity for future generations• Implement all recommendations and commitments in Greater Manchester’s Young Person’s Guarantee
2 Build Back Fairer resources	Rebalance spending towards prevention <ul style="list-style-type: none">• Share expertise and evidence of prevention interventions across local authorities and public services, and continue to build capacity and partnerships• Double the budget for prevention in the total health care budget in Greater Manchester within five years and a system-wide prevention/health spending target for all of Greater Manchester to be developed by end of 2021, with incremental targeted increases over five years• Advocate for real terms percentage increase in the regional budget for public health Build Back Fairer opportunities for all <ul style="list-style-type: none">• Ensure proportionate universal funding – increase funding in more deprived communities and particular areas of public services• Advocate for increases in local government funding and public service allocations and other regional shares of national budgets• Establish a Build Back Fairer Investment Fund in Greater Manchester to include contributions from businesses that support the Build Back Fairer agenda• Increase funding and support for training and apprenticeships in more deprived communities• Request that businesses invest in a regional Build Back Fairer Investment Fund or equivalent through social value approaches and corporate social responsibility Build Back Fairer commissioning <ul style="list-style-type: none">• Extend social value commissioning to all public sector contracts and to businesses in Greater Manchester to enhance business contributions to Building Back Fairer
3 Build Back Fairer standards	Standards for healthy living <ul style="list-style-type: none">• Identify the minimum income for healthy living in Greater Manchester and advocate for national resources to meet this in public sector pay and support business to pay the minimum income for healthy living• Guarantee offer of universal access to quality services including existing public services and public health services and universal access to training, support and employment for young people• Develop Greater Manchester minimum standards for quality of employment, environment and housing, and transport and clean air and advocate for enforcement powers and resources

4

Build Back Fairer Institutions

Extend anchor institution approaches

- Implement Greater Manchester's social value framework and extend anchor institutions approaches to VCSE sector and businesses
- Extend the remit of anchor institutions to incorporate social value procurement and commissioning and contributions to the Build Back Fairer Investment Fund

Scale up social value contracting and extend business role

- Health and social care act as leaders in social value commissioning and work in partnership across local authorities to develop local supply chain across Greater Manchester
- Embed widescale social value requirements in the Local Industrial Strategy and Good Employment Charter
- Add provision of apprenticeships for all ages to the social value framework
- Link Innovation Greater Manchester with social value framework

5

Build Back Fairer monitoring and accountability

Develop Build Back Fairer equity targets for Greater Manchester

- Based on the Marmot Beacon Indicators develop publicly accessible targets to monitor progress towards Building Back Fairer
- Report biannually on Marmot Beacon Indicators related to targets
- Invest in routine data collection to support monitoring of reductions in inequalities in wellbeing, opportunity and community cohesion within local authorities

6

Build Back Fairer through greater local power and control

Build Back Fairer devolution

- Advocate for increased local control of employment services, post-16 skills, labour market, social housing and early years policies and services
- Build on success of devolved services and advocate for further powers and resources to deliver local health and wellbeing needs
- Further involve communities in the design and delivery of interventions to support their health and wellbeing
- Enhance public visibility of the Build Back Fairer approach in Greater Manchester, including explicit commitments and offers to the public
- Develop publicly accessible data on equity in health, wellbeing and the social determinants of health

Appendix 3 – Marmot Beacon Indicators

MARMOT BEACON INDICATORS	
Early years, children and young people	<p>Indicator 1: School readiness</p> <p>Indicator 2: Low wellbeing in secondary school children (#Beewell)</p> <p>Indicator 3: Pupil absences</p> <p>Indicator 4: Educational attainment by FSM eligibility</p>
Work and employment	<p>Indicator 5: NEETs at ages 18 to 24</p> <p>Indicator 6: Unemployment rate</p> <p>Indicator 7: Low earning key workers</p> <p>Indicator 8: Proportion of employed in non-permanent employment</p>
Income poverty and debt	<p>Indicator 9: Children in low income households</p> <p>Indicator 10: Proportion of households with low income</p> <p>Indicator 11: Debt data from Citizens Advice</p>
Housing transport and the environment	<p>Indicator 12: Ratio of house price to earnings</p> <p>Indicator 13: Households/persons/children in temporary accommodation</p> <p>Indicator 14: Average public transport payments per mile travelled</p> <p>Indicator 15: Air quality breaches</p>
Communities and place	<p>Indicator 16: Feelings of safety in local area</p> <p>Indicator 17: People with different backgrounds get on well together</p> <p>Indicator 18: Antisocial behaviour</p>
Public health	<p>Indicator 19: Low self-reported health</p> <p>Indicator 20: Low wellbeing in adults</p> <p>Indicator 21: Numbers on NHS waiting list for 18 weeks</p> <p>Indicator 22: Emergency readmissions for ambulatory sensitive conditions</p> <p>Indicator 23: Adults/children obese</p> <p>Indicator 24: Smoking prevalence</p>