

Equality Impact Assessment

Greater Manchester Strategy October 2021

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Document Version Control

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Document Version	Date	Author
0.1	24/09/2021	Adrian Bates
0.2	11/10/2021	Adrian Bates
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Approval Process	
Approval Agency	Greater Manchester Combined Authority
Owner	Simon Nokes, Executive Director

Consultation, engagement and relevant documents

Meetings and discussions with community members
Session with members of the Equality Panels, Equality Alliance and other district and community representatives, focusing on GM's wellbeing and equality priorities, and ways in which they might be measured and targeted (May 2021)
Discussion with the Faith and Belief Advisory Panel (June 2021)
Seven thematic sessions with members of the Equality Panels, Equality Alliance and other district and community representatives, each exploring the equality and inequality challenges and opportunities in relation to Health and Wellbeing, Transport, Crime and Community Safety, Place, Environment, Economy and Work, and Children and Young People (July 2021)
Commitments, Outcomes and Measures session with members of the Equality Panels, Equality Alliance and other district and community representatives exploring the draft strategy content, objectives and potential impact in tackling inequality (September 2021)
GM Equality Panels work programmes
Meetings with key public and business sector stakeholders
Monthly discussion with Leaders and Chief Executives
Monthly meetings with District Strategy Leads
GMS Performance Framework Task and Finish Group - technical support on outcomes and associated indicators, data sources and targets
Local Enterprise Partnership
GM Housing Partnership
VCSE Leadership Group
Tackling Inequalities Board

Other events

Public Consultation Activities

Related Documents

Relevant GM strategic documents include:

- [Greater Manchester Living with COVID Resilience Plan](#)
- [Greater Manchester Strategy](#)
- [GM Economic Vision developed by businesses through the Local Enterprise Partnership,](#)
- [Greater Manchester Model,](#)
- [Good Employment Charter,](#)
- [Greater Manchester Independent Prosperity Review](#)
- [Centre for Ageing Better's partnership with the Combined Authority.](#)
- [Marmot review of health equity in Greater Manchester](#)
- [Independent Inequalities Commission - Greater Manchester Combined Authority \(greatermanchester-ca.gov.uk\)](#)
- [Hidden Figures](#)
- [Big Disability Survey](#)

Impact Assessment – section 1 (process)

Name of policy / initiative / Service to be impact assessed	Greater Manchester Strategy
Corporate objective being addressed	Tackling Inequality in Greater Manchester
Department / function carrying out the assessment	GMCA Strategy Team
Who is responsible for the implementation of the policy / initiative / service? (function head /department manager)	Simon Nokes, Executive Director, GMCA
Who is involved in the impact assessment?	GMCA Strategy & Research Officers; EDI Officers from TfGM and Salford City Council
What are the aims / objectives of the policy / initiative / service?	<p>The goal of the Strategy is "Good Lives for All: that Greater Manchester is a great place to grow up, get on and grow old; a great place to invest, do business, visit and study."</p> <p>This Strategy is Greater Manchester's plan for all the communities, neighbourhoods, towns and cities which make up our city-region. It is our plan for recovery and renewal following the pandemic, as Greater Manchester strives to make better sense of global change. It provides a clear and focused direction of travel for our city-region, focused on those areas where all parts of the conurbation need to work together to achieve our shared vision.</p>
Who is intended to benefit from the policy?	All people in Greater Manchester, including people with a protected characteristic or facing other disadvantage (e.g. socio-economic)

<p>What are the main outcomes of the policy (this is key to being able to identify what monitoring is needed)?</p>	<p>Good Lives for All: that Greater Manchester is a great place to grow up, get on and grow old; a great place to invest, do business, visit and study.</p> <p><u>The Wellbeing of our People</u></p> <ul style="list-style-type: none"> • A Greater Manchester where our people have good lives, with better health; better jobs; better homes; and better transport • A Greater Manchester of vibrant communities, a great place to grow up get on and grow old, with inequalities reduced in all aspects of life <p><u>Vibrant and Successful Enterprise</u></p> <ul style="list-style-type: none"> • A Greater Manchester where diverse businesses can thrive, and people from all our communities are supported to realise their potential • A Greater Manchester where business growth and development are driven by an understanding that looking after people and planet is good for productivity and profitability <p><u>Greater Manchester as a leading city-region in the UK and globally</u></p> <ul style="list-style-type: none"> • Greater Manchester as a world-leading low carbon city-region • Greater Manchester as a world-leading digital city-region
<p>Is the policy for external or internal purposes?</p>	<p>Both external and internal. The Strategy sets out outcomes and commitments, to be delivered by all public services (including the Combined Authority) and for private, voluntary, faith and community partners.</p>
<p>Are other organisations involved in the delivery? If yes please state who:</p>	<p>Stakeholders in the delivery of this work will include: GMCA, the GM Health and Social Care Partnership, local authorities, housing providers, Local Enterprise Partnership, local businesses, unions, the Growth Company, TfGM, and other business support organisations, voluntary, community and social enterprise sector organisations.</p>
<p>What information/ past experience do we have i.e. a similar initiative and what did this information tell us? (info can be demographic data i.e. census findings, research findings, comparisons between similar policies in our Service and other Services,</p>	<p>Please refer to documents listed above which form part of the published evidence base.</p> <p>This is Greater Manchester's fifth Strategy and builds on the strong foundations of cooperation within the conurbation from commissioning of the Manchester Independent Economic Review which underpinned the first Greater Manchester Strategy in 2009, through to the Independent Prosperity</p>

<p>survey data, equality monitoring data, ad hoc data gathering exercises)</p>	<p>Review and One Year On Report, Local Industrial Strategy and Unified Public Services White Paper, the Independent Inequalities Commission Report and Build Back Fairer Report.</p> <p>In addition, local insight has provided insight into the experiences of communities-of-identity, including the Big Disability Survey.</p>
<p>How will information be collected regarding the impact of the policy /initiative /service/ employment policy etc?</p>	<p>The Strategy will be framed around a small number of shared outcomes, with shared commitments which will deliver these shared outcomes. The Strategy will be underpinned by a series of indicators, assessing progress on delivery.</p> <ul style="list-style-type: none"> • Shared Outcome Indicators (e.g. carbon emissions, earnings, healthy life expectancy). • Shared Commitment Indicators (e.g. digital connectivity, activity rates, cultural participation, transport indicators). • Reporting on demographic variance and inequality (e.g. by age, sex, ethnicity, disability, sexual orientation and trans status, religious affiliation). • Reporting on implementation of the ways of working that underpin the GMS. <p>The Strategy will be supported by a three-year delivery plan, with appropriate performance measures and targets, to demonstrate progress, outcomes and impact.</p> <p>GMCA will report on progress on a six monthly basis.</p>
<p>Has a search of the internet revealed an impact assessment conducted by other local authorities of a similar policy/initiative? If yes – is it possible to adapt / incorporate findings</p>	<p>No</p>
<p>Date of Policy Review</p>	<p>11/10/2021</p>

Impact Assessment - section 2 (assessment)

This Strategy seeks to respond to all evidenced inequalities, recognising the individual identities that experience disproportionate discrimination, alongside the role of place and poverty. Using more effective prioritisation and targeting of resources, Greater Manchester, through this Strategy, has the opportunity to reshape our future with greater inclusivity and equity, for all of our communities, driving prosperity in all our neighbourhoods, towns and cities.

This EIA aims to cover the initial Strategy. Across Greater Manchester partnerships are collectively planning and delivering detailed strategic and operational activities to deliver the ambitions of the Strategy, and for which individual EIA's will need to be undertaken.

Through the engagement sessions, a number of key issues were identified that affect people experiencing inequality (in addition to the specific issues identified within the evidence-base listed below)

- Digital exclusion / inclusion – severely impacts education, health, employment, transport, welfare – the drivers of wellbeing
- Mental health and the underlying causes – impact of debt, employment, housing, health, crime
- Quality and access to existing housing – as well as new build and planning
- Culture, identity and characteristics – hate crime, discrimination, micro-aggressions
- Employment recruitment, pay, experience – across gender, sexual orientation, age, race, disability, and the impact this has on poverty, aspiration and equity
- Accessible transport – physical, cost, digital, safety
- Access to greenspace – key aspect of wellbeing, and concern inequality is being reinforced by development plans and processes
- Support for people with complex issues – in addition to the intersectionality of identity, the complexity of housing, health, employment, substance misuse and the coordination of support services
- Impact of austerity – has impacted hardest on those that require support as thresholds rise, for example support for disabled young people, ability to respond such as policing, and impact on preventative services such as youth services and supported housing
- Access, experience and outcomes of ‘universal’ services and the impact on ‘wellbeing’ – there is great inequality in public services (for example education, criminal justice, housing, health), which needs to be first acknowledged, then understood and proactively tackled.

In addition to the above, the evidence-base for the Strategy has identified key issues related to the specific characteristic.
Further assurance is needed that we have a detailed understanding of the issues for this protected characteristic and that they are being considered and addressed by the relevant thematic/policy area in developing the GMS refresh

<p>AGE</p>	<p>Greater Manchester has an ageing population. The over-65 population is expected to see far higher growth than other age groups across all geographies</p> <p>Older people</p> <ul style="list-style-type: none"> • Growth in older workforce (50+) – ageism in recruitment and retention (leading to low incomes and lack of social roles in mid and later-life • Mental and physical health impact of the pandemic – social isolation, appropriate communication, digital exclusion, shielding support, access to health and care services, confidence with restrictions easing. • Age-friendly transport and housing enabling social contribution and wellbeing • Challenging negative / strengthening positive social attitudes to older people and ageing <p>Children and young people</p> <ul style="list-style-type: none"> • School readiness of pupils eligible for free school meals, whilst improving still trails the national average • Support required for special educational needs and disability, particularly in deprived communities, has increased • Provision of early years education and care is predicted to reduce • Educational attainment (Key Stage 4 and 5, GCSE and A-level) is behind the national average, and inequality by gender, ethnicity and geography. • Impact of school closures during the pandemic, particularly for those families already disadvantaged, including digital exclusion, home learning support, caring responsibilities, English language and Special Educational Needs • Higher rates of school exclusion for children eligible for free school meals and those with special educational needs • Higher rate of education providers rated ‘inadequate’ or ‘requires improvement’ by Ofsted in disadvantaged areas • Child Poverty is increasing, with increasing numbers eligible for free school meals
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DISABILITY	<p>All GM districts apart from Trafford have rates of limiting long-term illness (LLTI) above the national average in the 2011 Census.</p> <p>Significant health impact of the pandemic, with higher rate of deaths for those with pre-existing health conditions including learning disability</p> <ul style="list-style-type: none"> • Accessibility of information and support from national and local public services during the pandemic – appropriate communication, digital exclusion, shielding support, access to health and care services, confidence with restrictions easing. • Mental health and wellbeing, amplified by the pandemic, in particular concerns over income, family support and housing • Support required for children with special educational needs and disability, particularly in deprived communities, has increased • Employment rates for disabled people are below the national average and general population • Inaccessible housing impacting independent living • Challenging negative / strengthening positive social attitudes to disabled people and disability
SEX	<p>By 2043 the gender split is projected to be exactly 50:50 in GM</p> <ul style="list-style-type: none"> • Female employment rates and pay inequality compared to male, including those paid below the Real Living Wage, senior progression and entrepreneurship • Socio-economic impact of the pandemic on women, including health, employment, childcare and caring responsibilities, transport, digital access • Violence against women and girls, including trafficking and anti-slavery • Health inequalities by gender
RACE	<p>The 2011 Census revealed that 20.2% of the GM population was from an ethnic background, slightly higher than the national average (19.5%). The 2021 Census results will show more recent trends though the pandemic will have had an impact on international migration and deaths. The 2011 Census recorded that there were 8.8% of households in GM where at least one person in the household did not speak English as their main language. Over 200 languages are spoken in Greater Manchester.</p> <ul style="list-style-type: none"> • Structural racism and discrimination in public service delivery, including absence of representative leadership • Health inequalities in terms of access, experience and outcomes • Health impact of the pandemic, with higher rate of deaths as a result of overcrowded or multigenerational housing and manual employment

	<ul style="list-style-type: none"> • Access to quality housing, in particular those in private rented accommodation and those wishing to access social housing • Employment and pay rates inequality compared with the national average, and amplified by the pandemic impacting those working in insecure and casual employment • Mental health and wellbeing, including access to appropriate services and trust, satisfaction and confidence in service providers • Educational attainment (Key Stage 4 and 5, GCSE and A-level) is behind the national average, and inequality by gender, ethnicity and geography. • Child poverty is higher in areas with the highest ethnic populations • Hate crime and community safety
RELIGION AND BELIEF	<p>Compared to England & Wales rates in GM, there are relatively higher proportions of Christian, Jewish and Muslim populations, but relatively lower proportions of Hindu, Sikh and "other religion".</p> <ul style="list-style-type: none"> • Hate crime and community safety • Workplace discrimination
SEXUAL ORIENTATION	<p>The percentage of gay people in Greater Manchester is higher than the North West and England but the statistics are quite old and have wide confidence intervals. Detailed information on sexual orientation from the 2021 Census will be released in Spring 2022. This is the first time this question has been asked in the Census. The question is optional and only applies to those aged 16 and over.</p> <ul style="list-style-type: none"> • Impact of parental rejection on housing and high rates of homelessness • High rates of homophobic and biphobic hate crime • Higher rates of alcohol use compared to the national average • High rates of depression • Higher rates of attempted suicide compared to the national average • Higher rates of women experiencing sexual violence compared to the national average • Impact of the pandemic – domestic abuse, mental health and self-harm, access to health and support services
GENDER REASSIGNMENT	<p>No official data source exists at present. The 2021 Census asked the voluntary question on "Is the gender you identify with the same as your sex registered at birth?".</p> <ul style="list-style-type: none"> • Impact of parental rejection on housing and high rates of homelessness • High rates of transphobic hate crime

	<ul style="list-style-type: none"> • Higher rates of alcohol use compared to the national average • High rates of depression • Higher rates of attempted suicide compared to the national average • Higher rates of Transgender women experiencing sexual violence compared to the national average • Lower rates of physical activity in Transgender men compared to the national average • Negative experience of public healthcare services • Impact of the pandemic - domestic abuse, mental health and self-harm, access to health and support services
PREGNANCY AND MATERNITY	<p>There has been a very small trend of reduced conceptions over time both locally, regionally and nationally since 2009. Since 2009, there has been a slight increase in the proportion of conceptions leading to abortion – both locally and nationally.</p> <p>Further insight is required to understand the key issues</p>
MARRIAGE AND CIVIL PARTNERSHIP	<p>There were a total of 8,455 marriages in Greater Manchester in 2017, with 4.1% of these between same sex couples. There have been 1,847 Civil Partnerships in Greater Manchester since 2008.</p> <p>Further insight is required to understand the key issues</p>
SOCIO-ECONOMIC	<p>Average household income in Greater Manchester is estimated to be £5,667 below the national average. The percentage of children living in relative low-income families has increased year-on-year in nearly all districts 2014/15 to 2018/19. Greater Manchester has a lower proportion of employment in the higher skilled broad occupations than is the case nationally, and a higher proportion of employment in the lower skilled broad occupations. In Greater Manchester, the proportion of the working-age population with higher level qualifications is lower than the national average. In eight of the ten districts, child obesity rates are above the national average.</p> <ul style="list-style-type: none"> • Correlation and interaction between poor health and employment rates • Economic inactivity, employment, and unemployment rates are below the national averages • Rates of pay are below the national average and for many below the Real Living Wage • Child Poverty is increasing, with increasing numbers eligible for free school meals

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| | <ul style="list-style-type: none"> • Economic impact of the pandemic has disproportionately affected insecure and manual labour (unlike graduate employment), reinforcing economic inequality |
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Mitigating actions

In addition to the impacts of inequality, the engagement sessions identified a number of ‘ways of working’ which are a feature of the Strategy and need to be embedded in order to address the issues listed above effectively.

- Collaborative approach, across all sectors, to manage the interplay between services and inequalities – housing impacts health, impacts employment, and so on.
- Make the most of our assets and powers – maximise social value, good employment and environmental impact from all our employers, which includes public and voluntary organisations, and use our local powers creatively, for example for those affected by national welfare or migration policy.
- Workforce that is empowered by leaders to work differently – staff want to work differently, but can be constrained by budgets, systems, policies and procedures. Leaders need to help them focus on ‘wellbeing’ as well as service targets.
- Diverse and culturally competent leadership and workforce – as well as having leaders (including Political, Business, Public Service, Community) and staff that reflect our diverse communities, and inspire our young people to follow), all staff need to understand people and communities, and behave appropriately
- Communication content, quality and accessibility – clear information on how services work and what people can expect, as well as targeted to people experiencing inequality
- Be creative, involving communities in the solutions, by sharing power and resources with residents, and voluntary and faith organisations – strong message about valuing the impact local people can make. They are not just to be consulted, but can deliver the answers.
- Hear people’s voice and do things differently – in particular, strengthen youth engagement, but also ensure all people, service and non-service users have the opportunity to be heard, and then see change happen as a result.
- Use the data to target resources – the Strategy must measure progress, but also be used to direct future work and target resources.

Furthermore, the Performance Framework attached as an Annex to the Greater Manchester Strategy sets out ambitions, opportunities and challenges in relation to measuring the impact of the Strategy and its associated delivery activity in achieving equity and tackling inequality. The progress measures for this Strategy will draw on a range of data and intelligence sources, both nationally produced and locally generated.

However, **measuring the outcomes of the Strategy will require improvements in data collection and use of insight more comprehensively.** There is recognition of the need to understand what sits below averages, be aware of 'hidden groups', and reduce the variation between different communities. New sources of data will be required that fill gaps in our understanding of variance by place and community. This will require engaging with local partners to generate more representative data about our communities, enabling more meaningful reporting of indicators that are responsive to what we do, and that will inform decision making; avoiding ambiguity; providing intelligence and insight (the 'why'), not just information. Reporting must be open and accessible, enabling transparency. In addition, the 'ways of working' will require process metrics that assess the extent to which they are being embedded.