

GMCA Overview & Scrutiny Committee

Date: 28th September

Subject: Greater Manchester Strategy – Inequalities Focus

Report of: Cllr Amanda Chadderton, Portfolio Lead for Equalities, Cohesion and Inclusion, and Sara Todd, Portfolio Lead Chief Executive for Equalities, Cohesion and Inclusion

Purpose of Report

To provide the Overview and Scrutiny Committee an overview of the Equalities, Inclusion and Cohesion Portfolio and how its leadership, influence, delivery and engagement are helping drive forward the Greater Manchester Strategy ambition of *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*.

Recommendations

The Overview and Scrutiny Committee is requested to:

1. Note the role of the Equalities, Inclusion and Cohesion Portfolio in tackling inequalities
2. Consider the role of the Overview and Scrutiny Committee in proactively supporting and constructively challenging delivery of the Greater Manchester Strategy in relation to tackling inequality and discrimination

Contact Officers

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Equalities Impact, Carbon and Sustainability Assessment:

Recommendation - Key points for decision-makers

1. Note the role of the Equalities, Inclusion and Cohesion Portfolio in tackling inequality
2. Consider the role of the Overview and Scrutiny Committee in proactively supporting and constructively challenging delivery of the Greater Manchester Strategy in relation to tackling inequalities and discrimination

Impacts Questionnaire

Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion	G	The Equalities, Inclusion and Cohesion Portfolio is focused on improving outcomes and reducing discrimination faced by people from communities-of-identity (protected characteristics), including Faith, Race, Women and Girls, Older People, Young People, Disabled People, LGBTQ+
Health	G	The Portfolio and its engagement networks, leads, supports and challenges all Portfolios to improve access, experience and outcomes of diverse communities. This should help public services develop more effective policies and deliver more efficient services. This includes a range of topics across Health and Wellbeing, enabling communication, codesign and collaboration between public services, voluntary sector and residents.
Resilience and Adaptation	G	The Equality Panels enable public services to communicate and engage with diverse communities. Reducing inequality in these communities builds resilience. Tackling discrimination will enable public services to become more representative of their communities, building trust and confidence.
Housing	G	The Equality Panels have contributed to the new Homelessness Prevention Strategy, providing valuable insight to policy makers on the lived-experience of people from diverse communities, including those fleeing domestic abuse from ethnic minority communities, people with no recourse to public funds and those requiring supported housing due to health or disability
Economy	G	The Portfolio and its engagement networks, leads, supports and challenges all Portfolios to improve access, experience and outcomes of diverse communities. This should help public services develop more effective policies and deliver more efficient services. This includes a range of topics across Economy and Employment, enabling communication, codesign and collaboration between public services, voluntary sector and residents.
Mobility and Connectivity	G	There is a specific focus in the new Digital Taskforce on Older People and Disabled People. The Ageing Hub (Older Peoples Panel) and Disabled Peoples Panel are directly supporting this activity, providing professional expertise and connectivity into their communities. This will ensure solutions meet the needs of target group
Carbon, Nature and Environment		
Consumption and Production		
Contribution to achieving the GM Carbon Neutral 2038 target		The Equality Panels contribute to the Climate agenda, supporting policy makers to engage with diverse communities. For example, the Youth Combined Authority contribution to the Green Summit, and the Faith and Belief Panel support a GM Interfaith Climate Group
Further Assessment(s):	Equalities Impact Assessment	
G Positive impacts overall, whether long or short term.	A Mix of positive and negative impacts. Trade-offs to consider.	R Mostly negative, with at least one positive aspect. Trade-offs to consider.
	RR Negative impacts overall.	

Carbon Assessment

Overall Score

Buildings	Result	Justification/Mitigation
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New Build residential	N/A	
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Residential building(s) renovation/maintenance	N/A	
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New build non-residential (including public) buildings	N/A	
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Transport

Active travel and public transport	N/A	
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Roads, Parking and Vehicle Access	N/A	
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Access to amenities	N/A	
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Vehicle procurement	N/A	
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Land Use

Land use	N/A	
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No associated carbon impacts expected.				
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High standard in terms of practice and awareness on carbon.				
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Mostly best practice with a good level of awareness on carbon.				
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Partially meets best practice/ awareness, significant room to improve.				
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Not best practice and/ or insufficient awareness of carbon impacts.				
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Risk Management

While the report does not generate any specific risks, the update provides an overview of the need for greater collective action and prioritisation of equalities if GMS ambitions are to be attained.

Legal Considerations

N/A

Financial Consequences – Revenue

No direct financial decisions resulting from this paper

Financial Consequences – Capital

No direct financial decisions resulting from this paper

Number of attachments to the report: 0

Comments/recommendations from Overview & Scrutiny Committee

N/A

Background Papers

N/A

Tracking/ Process

Does this report relate to a major strategic decision, as set out in the GMCA Constitution

Yes

Exemption from call in

N/A

GM Transport Committee

N/A

Overview and Scrutiny Committee

To be discussed at O&S committee on 28th September

1. Introduction

- 1.1 In Greater Manchester, the pandemic exacerbated longstanding inequalities, as well as highlighting new ones. From access to good jobs, to transport, health and housing, the impact has been unequal and unfair, affecting different people, places and communities across Greater Manchester in very different ways.
- 1.2 The [Greater Manchester Strategy](#) has a clear commitment to ensure policies and services support all diverse communities appropriately, and actively target resource at the people and places facing the greatest obstacles in life. In addition to the policy commitments and outcomes, the Strategy sets out 'ways of working' which are essential to achieve sustainable change for the most disadvantaged, including engagement of residents with lived-experience, prioritising equality objectives, better use of data and insight and workforce diversity.
- 1.3 The strategy was informed by two key pieces of research and their recommendations.
- [Good Lives for All](#) - the Independent Inequalities Commission (IIC) was published in March 2021. Recommendations focus on putting wellbeing and equality at the heart of all we do, putting more power in the hands of people, good jobs and decent pay, building community wealth and ensuring universal basic services are more accessible, experienced equally and deliver positive outcomes for all. A [One-Year On Report](#) summarising progress was presented to the Combined Authority in July
 - [Build Back Fairer](#) – the Marmot City-Region review was published in July 2021 and is the latest stage in a long-standing collaborative arrangement between Greater Manchester, the Institute of Health Equity and Professor Marmot. A Build Back Fairer Framework built around six key themes focusing on standards, institutions, monitoring/accountability, devolution, resources, and future generations, and supported by a set of 'Beacon Indicators'

2. Equalities Inclusion and Cohesion Portfolio

2.1 The Equalities Inclusion and Cohesion Portfolio is led by Cllr Amanda Chadderton, Leader of Oldham Council, and Sara Todd, Chief Executive of Trafford Council. The aim is to achieve equitable access, experiences and outcomes for all people and communities across Greater Manchester from services and wider society. This requires specific action to tackle inequality and discrimination.

2.2 Core functions:

- Leadership – Champion the equalities agenda across all Portfolios, encouraging a systemic approach to supporting people with protected characteristics and tackling structural and organisational discrimination
- Policy - Influence the Greater Manchester Strategy and associated policies and delivery to focus on equity through collection of appropriate data and targeted interventions
- Delivery – Lead and contribute to projects that develop and embed 'ways of working' that support equalities objectives, for example use of lived experience, voluntary sector accord, workforce diversity and civic leadership
- Engagement – Facilitate community and stakeholder networks to capture insight, communicate and co-design with people experiencing discrimination, disadvantaged or minoritised, and the political, public, private and voluntary sectors that service and/or represent them.

2.3 Main Networks:

- Tackling Inequalities Board - senior political and public services leaders with voluntary and community equality representatives, providing leadership and oversight of activity to address inequality for communities-of-identity
- Tackling Inequalities Executive Group - senior officers from Combined Authority and Health and Social Care Partnership (HSCP) who coordinate other strategic boards (Reform, Growth, Population Health), to enable policy, engagement and delivery on equalities to be coordinated and systemic
- Equality Panels – Seven community panels (Faith, Race, Women and Girls, Disabled Peoples, Older People, Youth, LGBTQ+) established proactively support and constructively challenge political leaders and policy-makers to tackle

the discrimination and disadvantage that cause injustice and inequality in society, and champion Greater Manchester as an inclusive city-region (see Appendix 1)

- Portfolio Leads and Panel Chairs - to share opportunities for intersectional activity and common challenges to achieving meaningful impact
- Equality Panel Facilitators – Voluntary sector providers commissioned to facilitate Equality Panels, to share good practice, pool resources and enable collaboration between Panels where intersectional approaches would be beneficial (total investment £350,000 p.a.)
- Equality Officers – District and other pan-GM public service Equality Officers to share good practice, pool resources and enable collaboration
- GM Ageing Hub - partnership of organisations across the public, voluntary and community and private sector, working to make Greater Manchester a great place to grow older (see Appendix 2)

3. Tackling Inequalities Priorities

3.1 Inequalities in Greater Manchester are extensive within, and interconnected between, all policy areas. They are deep-rooted in their causes and as such the solutions are complex and challenging. This presents a daunting picture, that cannot be addressed as one, but needs to be broken down. As such, a set of priorities (listed below) has been developed by the Tackling Inequalities Executive Group to enable focus by the Tackling Inequalities Board and its Executive Group on a set of actions that over time can be tracked to demonstrate that progress is being made in tackling inequalities.

3.2 It is not intended to be a complete list of projects across all policy areas. The Greater Manchester Strategy sets out a broader set of commitments and outcomes, individual organisations and sectors have their strategies, objectives, measures and targets, and each of the seven Equality Panel has a set of actions that they are working on. All these contribute to the overall approach to ‘tackling inequalities’.

3.3 The priorities directly contribute to GMS commitments and the ‘ways of working’, as well as recommendations of the Independent Inequalities Commission. This highlights the importance of not just ‘what we do’ but ‘how we do it’ in ensuring sustainable change for our most disadvantaged and discriminated communities.

Tackling inequalities requires culture change in our workforce, organisations and approaches; this cannot always be easily measured.

3.4 Each priority requires specific actions in relation to people with protected characteristics, as well as people experiencing or at risk of socio-economic disadvantage, including those with lower income or carers, ex-offenders and armed forces veterans. This level of detail is essential, as these communities are the primary focus of the Tackling Inequalities Board

3.5 Engagement of the Equality Panels and other community representatives runs throughout all actions, ensuring actions are designed with the people they will benefit. Similarly, the VCSE Accord runs throughout all these priorities

3.6 Priority Policy Areas:

- Tackle inequality in educational attainment and pupil's wellbeing
- Reduce inequality in waiting times in Cancer and Elective Care
- Add-value to district activity supporting those most at risk from the Cost-of-Living Crisis
- Reduce the negative outcomes of low pay and insecurity, through Good Employment programmes
- Take or influence action on the key wider determinants of inequalities in health outcomes"
- Increase digital inclusion for under 25s, over 75s and Disabled People

3.7 Priority Enablers

- Diversify leadership and develop more representative and culturally competent workforce (Civic Leadership Programme)
- Develop and share public sector approaches to inclusive consultation and engagement (see Policy@Mcr [full report](#) and [shorthand copy](#))
- Ensure Equality Panels provide impactful advice, support and challenge
- Take action to prevent and tackle discrimination (collaboration with EHRC)
- Develop a strategic ambition and approach to race equality (see Policy@Mcr [blogsite](#) or [LinkedIn](#))
- Improve national and local data collection on access, experience and outcomes

- Embed equality as a core requisite of all policy and commissioning (e.g. in the Shared Prosperity Fund)

4. Challenges and opportunities

4.1 *The problems of inequalities we considered a year ago were grave, now they are arguably worse...the Commission issues a clarion call for more courage, creativity, innovation and action; for inequalities and their causes to be even more central, for even more of a push for step changes in culture, systems and processes ...Actions on inequalities must be seen, and their impact felt, in all the communities that make up Greater Manchester.*

Independent Inequalities Commission - One Year Review, April 2022

4.2 Inequality and discrimination are a significant factor in all policy areas, with the pandemic and cost-of-living crisis further reinforcing and increasing poverty and ill-health. Outcomes for the most disadvantaged are not changing, and as such even greater focus must be placed on targeted interventions and ensuring universal services have equitable access, experience and outcomes for all.

4.3 As reported to Overview and Scrutiny Committee in August, at six months into the new Strategy, the progress report highlighted the need to embed equalities more systematically into all thematic areas. This should include a review of current activity to determine where changes could be made through more effective data collection, analysis and use maximise targeting of resources to meet the evidenced need. The impact of our actions, including the access, experience and outcomes of all residents, especially those requiring the greatest support, needs to be carefully considered at the earliest point of commissioning or project initiation. Equality Impact Assessments are a helpful tool (especially as part of the broader Sustainability Decision Tool). These should be seen an essential stage in the process to ensure successful delivery, achieving the greatest impact for the right people, and that supports the objectives of others across the system and wider society.

- 4.4 Furthermore, in addition to the moral and financial case for focusing on equality, there are the legal requirements of the Public Sector Equality Duty, which requires public authorities, in carrying out their functions, to have due regard to the need to achieve the objectives set out under s149 of the Equality Act 2010 to:
- a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Equality Act 2010 – by assessing impact and removing disadvantage
 - b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it – by taking steps to meet the different needs of people
 - c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it – by encouraging participation
- 4.5 The Overview and Scrutiny Committee play a crucial role in ensuring that policy and decision makers have considered the impact of their activity on all people, and not just that they are preventing further inequality, but taking proactive action to achieve equity. By reviewing the Sustainability Decision Tool that accompanies all reports and asking pertinent questions about the negative and positive impact on our diverse communities, will support the cultural change required to embed equality as a ‘way of working’. This leads to
- Better-informed decision-making
 - Clearer understanding of the needs of people with particular protected characteristics
 - More comprehensive evidence-gathering
 - Greater confidence in and satisfaction with employees and service users
 - More effective use of talent in the workforce
 - Reduction in instances of discrimination and resulting claims
 - Avoidance of enforcement action by Equality and Human Rights Commission or litigation by others
- 4.6 The Equality Panels, and other engagement network and structures within the Portfolio, can support the Committee, providing insight into the issues affecting different communities and potential solutions.

Appendix 1 - Equality Panels

The work of the Panels is captured in their [Annual Reports](#), submitted to the CA in July. They are all now well established and delivering a series of activities and engagement with GMCA and wider partners. The Panels:

- Provide insight into Greater Manchester's diverse communities, enabling political leaders and public bodies to listen and engage in a more targeted and effective way
- Communicate key messages to our communities as trusted sources
- Codesign policies, programmes and strategies to ensure they work effectively for communities
- Support an asset-based approach, highlighting new opportunities (and challenges) for positive collaboration that build on the resources and strengths within our communities

LGBTQ+ Equality Panel

The Panel has three main areas of focus; Creating inclusive and safe *places and spaces*, *Counting us in*, ensuring data on LGBTQ+ access, experience and outcomes is captured in all public services, and *Inclusion as standard*, embedding LGBTQ+ respect and rights across society

The Panel recently recruited 16 new members, and undertaken community engagement to inform priorities. The Panel launched in May with a statement on Conversion Therapy

Faith and Belief Panel

The Panel acts as a 'network of networks', bringing together representatives from across Greater Manchester's faith, belief and interfaith networks. The aims of the Panel are to optimise the Faith and Belief contribution to the Greater Manchester Strategy, and ensure that the role of Faith and Belief in society is recognised and valued. Priorities are supporting tackling homelessness, digital inclusion, carbon reduction, real living wage and food security.

Disabled Peoples Panel

The Panel is made up of Disabled Peoples Organisations (DPO) from across Greater Manchester. Other areas in the country are following the GM model. The Panel has

influenced the Good Employment Charter, Bus Regulation and Health and Social Care, facilitated the Big Disability Survey, and is focusing on digital inclusion, social care costs and transport accessibility. The Panel will shortly be publishing the results of their second Disability Survey exploring the cost-of-living crisis.

Race Equality Panel

The Panel brings together a diverse range of residents from minoritised communities, and are focusing on racial inequality across education, health and wellbeing, crime and criminal justice, homelessness and employment. The Panel wrote to business, public and voluntary leaders urging action on racial inequality in employment and tackling institutional racism, and hosted a successful cross-sector event, supported by the Good Employment Charter. The Panel also help steer the GM Civic Leadership Programme being delivered by Operation Black Vote.

Women and Girls Equality Panel

The role of the Panel is to understand the inequalities women and girls face, including their experiences of the pandemic, in which women have bit hit particularly hard; furlough, caring, schools. The Panel have focused on education, skills and employment, and violence against women and girls, contributing to the recent strategy, through engagement with GMCA and Greater Manchester Police.

Youth Combined Authority

The YCA has recently recruited a new set of youth organisations to become members alongside Council Youth Parliaments, ensuring the group is very diverse. The YCA has recently produced a two-year vision, setting out the themes they will focus on; Health and Wellbeing, Covid Recovery, Equity Equality and Inclusion, and the Environment. They will be directly involved in advising, supporting and challenging the Children and Young Peoples Strategy

Older Peoples Panel

The GM Ageing Hub have recently established an Older Peoples Panel to build on the experiences and skills of the GM Older Peoples Network funded by the Ambition for Ageing fund. Their priorities are cost-of-Living, digitalisation, and care settings.

Further information on the Panels can be found at <https://www.greatermanchester-ca.gov.uk/what-we-do/equalities/>

Appendix 2 - Ageing

Key Focus - Creating a more age friendly city-region

Background

- GM Ageing Hub established in 2016 to coordinate a strategic response to the opportunities and challenges of an ageing population.
- Sits in Public Service Reform at GMCA.
- GM was the first age-friendly city region in the UK - a global centre of excellence for ageing, pioneering new research, technology and solutions across the whole range of ageing issues.
- Working with partners, the Ageing Hub has helped attract over £20M in investment around ageing to the GM economy.

Main Responsibilities

Economic Resilience

- Support the Pension Top Up campaign to encourage greater uptake of benefits and entitlements for older people in GM.
- Secure good quality and age-friendly employment increase and economic participation amongst the over-50s.

Ageing in Place

- Deliver the Framework for Creating Age-friendly Homes in Greater Manchester to increase the supply of age-friendly homes across new developments and improving existing homes.
- Implement the Ageing in Place Pathfinder project – a set of 9 neighbourhood-focussed co-produced projects testing applications of the Naturally Occurring Retirement Community Model.

- Improve the inclusivity of the transport network to ensure that all transport infrastructure, vehicles and information are as accessible as possible for all customers regardless of age, allowing older people to stay connected and active.

Ageing Well

- Support the development of an overarching narrative and model for 'Ageing Well in Greater Manchester', by bringing together the GM Ageing Eco-system.
- Lead on the development of a 'Greater Manchester Falls Collaborative' in response to the 'Greater Manchester Falls Prevention: Delivering Integration and Reconditioning' report.
- Support the Ageing in Place Pathfinder areas through the lens of prevention by ageing well.
- Guarantee digital inclusion by helping all over-75s to get online.

Ways of working

- Working alongside older people is central to how the Ageing Hub make priorities and judges how it is doing.
- The Ageing Hub works alongside and is regularly advised by the GM Older People's Network. The Network was established in 2017 and is open to anyone aged 50+ living in Greater Manchester, as well as organisations and groups working with older people.
- GMOPN members meet regularly to discuss matters of concern to older people, share ideas that could have a positive benefit for people's lives, develop ways to improve or change policies or services for older people, and campaign for change.
- In 2022 the GM Older People's Equality Panel was also established to advise, support and challenge Greater Manchester's political leaders and policy makers to tackle the discrimination and disadvantage that cause injustice and inequality in society, and champion Greater Manchester as an inclusive city-region.