

## **GMCA Overview and Scrutiny Committee**

Date: 16 August 2023  
Subject: Greater Manchester Race Equality Strategy  
Report of: Councillor Arooj Shah, Portfolio Lead for Equalities and Communities

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### **Purpose of Report**

To provide the Overview and Scrutiny Committee an overview of the developing Greater Manchester Race Equality Strategy and provide members of the Committee the opportunity to help shape its actions and explore their role in driving forward real and sustained change.

### **Recommendations:**

The Overview and Scrutiny Committee is requested to:

1. Note the contents of the report,
2. Consider the role of the Scrutiny Committee in supporting the delivery of the Race Equality Strategy.

### **Contact Officers**

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# Equalities Impact, Carbon, and Sustainability Assessment:

## Recommendation - Key points for decision-makers

Insert text

### Impacts Questionnaire

Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion	G	<p>The strategy will focus on People and Communities experiencing racial inequalities, and their intersectional protected characteristics, including disability, sex, age and sexual orientation.</p> <p>People from ethnically diverse communities are disproportionately impacted by socio-economic issues.</p> <p>The strategy will set a framework for public services to be more inclusive, including their workforce recruitment and culture.</p> <p>The strategy will focus on the importance of lived-experience in shaping services and holding leaders to account.</p> <p>The strategy will ensure the needs of different ethnicities are considered and targeted to achieve equitable access, experience and outcomes</p>
Health	G	<p>The strategy will be aligned with the NHS GM Integrated Care Anti-Racism Framework, underpinning their work on improving health, care and wellbeing, as well as partners to address inequalities in the wider determinants of health e.g. housing, transport, digital.</p>
Resilience and Adaptation	G	<p>People from racially minoritised communities have been disproportionately impacted by the pandemic and cost-of-living crisis.</p> <p>By improving workforce diversity and leadership, the needs of communities will be more understood and responded to.</p> <p>The strategy aims to ensure racially minoritised people are treated equitably, reducing their discriminatory vulnerability.</p> <p>The strategy will be aligned with Greater Manchester Police's Race Action Plan.</p>
Housing	G	<p>The strategy will inform delivery of housing and homelessness services, reducing discrimination and increasing equity of provision.</p> <p>The strategy will be aligned with activity underway within the Greater Manchester Housing Partnership to support accessibility and affordability of social housing. In addition it will inform the emerging Good Landlord Charter.</p>
Economy	G	<p>The strategy will focus on improving diversity of the public sector workforce, through inclusive recruitment and retention practices.</p> <p>In addition, it will drive improvements in the private sector through stronger leadership of the issue driving more targeted commissioning of work and skills programmes.</p> <p>The strategy will be aligned with the Good Employment Charter and business support investment and activity.</p> <p>The strategy will encourage local businesses to develop more inclusive recruitment and retention practices, increasing both employment for local people and strengthening innovation within their business</p> <p>GM has a very diverse population which is currently not being fully utilised for the benefit of the economy.</p> <p>The strategy will set out ambitions for an inclusive and cohesive city-region, which may be more attractive to external investors.</p> <p>GMCA work and skills programmes will be aligned with the principles and actions of the strategy, with the aim to narrow the skills gap.</p>
Mobility and Connectivity		
Carbon, Nature and Environment		
Consumption and Production		
Contribution to achieving the GM Carbon Neutral 2038 target		

#### Further Assessment(s):

Equalities Impact Assessment

<b>G</b>	Positive impacts overall, whether long or short term.	<b>A</b>	Mix of positive and negative impacts. Trade-offs to consider.	<b>R</b>	Mostly negative, with at least one positive aspect. Trade-offs to consider.	<b>RR</b>	Negative impacts overall.
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Carbon Assessment				
Overall Score				
Buildings	Result	Justification/Mitigation		
New Build residential	N/A			
Residential building(s) renovation/maintenance	N/A			
New build non-residential (including public) buildings	N/A			
Transport				
Active travel and public transport	N/A			
Roads, Parking and Vehicle Access	N/A			
Access to amenities	N/A			
Vehicle procurement	N/A			
Land Use				
Land use	N/A			
No associated carbon impacts expected.	High standard in terms of practice and awareness on carbon.	Mostly best practice with a good level of awareness on carbon.	Partially meets best practice/ awareness, significant room to improve.	Not best practice and/ or insufficient awareness of carbon impacts.

## Risk Management

This paper describes work to manage risk relating to services for racial minoritised people.

## Legal Considerations

As set out in section 149 Equality Act 2010, a public authority (which includes the GMCA within its definition) must, in the exercise of its functions, have due regard to the need to—

- (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
- (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
- (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

This legislation is more commonly known as the Public Sector Equality Duty and is informed, amongst other things, in GM, by the research referred to in this report.

## Financial Consequences – Revenue

N/A

## Financial Consequences – Capital

N/A

## Number of attachments to the report: 0

### Background Papers

The Independent Inequalities Commission is published at <https://www.greatermanchester-ca.gov.uk/what-we-do/equalities/independent-inequalities-commission/>

The research into racial inequalities in Greater Manchester by the Centre on Dynamics of Ethnicity is presented here <https://blog.policy.manchester.ac.uk/posts/2022/08/race-equality-in-greater-manchester-opportunities-and-challenges-of-collaboration/>

#### 1. Introduction

- 1.1 The Independent Inequalities Commission 2021 identified structural racism as a top priority for any serious agenda to tackle inequality. *“2020 was a wake-up call. The Covid-19 pandemic exposed the fractures running across our society and the Black Lives Matter movement forced us to acknowledge and confront the intractable realities of structural racism”*. In response, the Mayor of Greater Manchester, in his 2021 Manifesto committed; *We will ask our Race Equality Panel to help us develop a Race Equality Strategy for Greater Manchester*
- 1.2 Research published in 2022 by the [Centre on Dynamics of Ethnicity \(CoDE\)](#) (University of Manchester), supported by the [Greater Manchester Combined Authority](#), set out in stark terms the gaps in outcomes that are experienced throughout the life course right from early years through to older age demonstrating the scale of the challenge. This is compounded by a national and local failure in policy and undermined by lack of data to target interventions. Appendix 1 provides a summary of the findings.
- 1.3 In November 2022, the Tackling Inequalities Board endorsed the development of a Greater Manchester Race Equality Strategy, codesigned by Race Equality Panel members, Greater Manchester public sector policy leaders and other cross-sector stakeholders, including Greater Manchester Police (GMP), and Greater Manchester NHS, ensuring it adds value to current and planned activity, has the resources required to deliver and creates sustainable change.
- 1.4 The Race Equality Panel was established in December 2020, to promote racial equality, tackle racial discrimination and foster positive relationships between ethnically diverse communities, and embed the Public Sector Equality Duty in

policies, processes, procedures, practices and people development. Over the last year, the panel has focused its efforts on policing and criminal justice, education, employment, training and leadership, mental health and wellbeing and housing and homelessness. This includes developing a Race Equality Charter for Schools and hosting an Employment Summit for employers. Membership reflects Greater Manchester's racial diversity, across different demographics, districts, sectors and other interests. The panel is facilitated by the Caribbean and African Health Network. More details on the panel can be found at <https://www.greatermanchester-ca.gov.uk/what-we-do/equalities/race-equality-panel/>

- 1.5 The Race Equality Panel is one of seven Greater Manchester Equality Panels, established to advise, proactively support and constructively challenge Greater Manchester's political leaders and policymakers to tackle the discrimination and disadvantage that cause injustice and inequality in society, and champion Greater Manchester as an inclusive city-region. As discussed at the Overview and Scrutiny Committee in September 2022, the Equality Panels can support the work of the Committee, providing insight into the issues affecting different communities and potential solutions.

## **2. Developing the strategy**

- 2.1 There is a wide range of activity and good practice across the public sector organisations, which needs to be evaluated to gain a full understanding of the current landscape and opportunities to change. To capture these, public organisations have contributed a position statement against five key areas of challenge (identified in the codesign workshops), as well as research on other regions and sectors approaches.
- 2.2 In addition to the mapping, engagement has taken place with key stakeholders including the Race Equality Panel, Greater Manchester and locality policy leads, and Deputy Chief Executives, all facilitated by CoDE.

## **3. Key themes**

- 3.1 Five key areas have surfaced.
  1. Clear and effective leadership in race equality, reflected both politically and at senior levels in organisations. *This should be informed by*

2. Accountability to the communities served based on engagement with the diverse people of Greater Manchester around service improvements. *This should be supported by*
3. Commitment and resources from public, private and voluntary services to achieve meaningful improvements in outcomes and experiences of racialised minorities. *This should deliver*
4. Transparent, agreed, and recognised performance measures that deliver fairer outcomes for racialised minorities, and utilising lived experiences of racism and racial inequalities to make more informed decisions to address structural, institutional and interpersonal manifestations. *This should be enabled by*
5. Removal of employment barriers to recruiting fairly from local communities and ensuring workplace environments are supportive and provide similar opportunities for job satisfaction, development and progression.

3.2 The findings come as no surprise and align with the 'ways of working' that underpin the sustainable and equitable delivery of all commitments and outcomes in the Greater Manchester Strategy. However, they are difficult to shift, in terms of organisational culture and capacity to change and embed these as business as usual. It is therefore essential stakeholders are engaged throughout the development of the strategy, to ensure the actions are SMART, add value to current activity, can be delivered consistently across localities and organisations, and will be sustained.

## **4. Emerging actions**

4.1 Key to success will be developing a set of tangible actions that can be agreed and tracked, and that deliver demonstrable change for communities. From the workshops, good practice from public services and desktop research of other city-regions, the following have emerged (see table below).

4.2 When reviewing these the Committee are asked to consider:

- What is going to make the difference with this strategy?
- What can you as both local councillors and a GM Scrutiny Committee do to support and sustain change?

## 4.3

Themes	Direct Deliverables
Leadership	Political and executive leadership publicly demonstrate understanding of local communities and show commitment to reducing racial inequalities.
	Executive or director level sponsor is appointed with a commitment to advancing anti-racism within organisation.
	The executive / director creates and leads safe spaces for the development of reflective practices on race, for example staff network meetings.
	Evidence of inclusive leadership education for <i>all</i> executive directors.
	All senior managers have a personal development plan goal agreed around racial equality, diversity and inclusion, and a process to report annually the percentage of these goals that have been met.
	Diversity of Political or Executive by ethnicity matches closely the diversity of the local population.
	Co-ordination at Greater Manchester level to facilitate sharing of challenges, opportunities, and achievements across the area.
Accountability	Evidence of action to make anti-racism work mission critical in the past year.
	A race equality performance dashboard that includes performance against the workforce disparity and other race-specific targets as appropriate is used and presented quarterly to Executive / Board.
	Race is considered in all service and policy development and decision making, with this documented and published (for example by using Equality Impact Assessment demonstrating due regard of the Equality Duty).
	Clear communication of a zero-tolerance approach to racism.
	Established and evaluated engagement mechanisms for racially minoritised service users and residents.
	Work with partners in the public, private, community and voluntary sectors to address race equality priorities, reviewed on a regular basis.
	Active engagement in planning and delivering activities that foster good community relations.
	Ethnically diverse staff review progress and any learning be built into the following year's plans.

	Clear understanding of the level of participation in public life and decision-making by different ethnic communities.
Commitment and Resources	Set and published at least one stretch goal that goes beyond legal frameworks compliance.
	Provide funding for sustainable access to infrastructure for community-led organisations in racially minoritised communities.
	Develop mechanisms to learn from previous experiences of effective action to address race equality.
	Commissioning and procuring services, processes and practices take into account diverse needs of racially minoritised service users.
Performance Measures	Up to date and comprehensive race equality data is used regularly to plan, predict and assess impacts of decisions and business as usual practice, with impacts monitored and reviewed.
	An agreed set of performance measures across Greater Manchester that reflect the things that matter to racialised minorities is developed and ways of collecting information on this across all organisations established.
	Demonstrated progress over the last 12 months of reducing an identified racial inequality.
Workforce	Robust and comprehensive set of employment data (informed by the local labour market) to inform workforce strategy and management practice, to improve the recruitment, retention, progression and work experiences of racialised minorities in GM.
	Leadership development for ethnically diverse workforce.
	Evidence of diverse representation within disciplinary and grievance processes.
	Positive health and wellbeing culture throughout all levels and areas of the workforce.

## 5. Recommendations:

5.1 The Overview and Scrutiny Committee is requested to:

1. Note the contents of the report,
2. Consider their future role in supporting delivery of the Race Equality Strategy.

## **Appendix 1: Headline findings from the research on racial inequalities**

There has been a national failure to address racial inequality effectively. The research demonstrated persistent challenges across many policy areas, including education, employment, health, and criminal justice. The reasons are complex, with a legacy of structural and institutional racism. Successful action to address inequality has been driven in local activities by those committed to racial justice, but more is needed. The need for greater accountability and to recognise structural and institutional racism is central to effective policy making.

Lack of local evidence on race equality is a major issue and needs to improve. Better data collection and lobbying for data and evidence is vital if we are to track change and to tailor our local programmes to meet the needs of residents. Where data was available, evidence of racial inequality was evident.

Better information must take account of the lived experience of racially minoritised communities. The importance of working with people experiencing racial inequalities to design solutions is key, and diversifying workforce and leadership.

Some of the issues raised sit beyond the powers and duties of GMCA, and here GMCA have a role in influencing partners to address them. In making representations and responding to consultations GMCA need to identify and challenge central government on these issues.

### Thematic Areas identified include:

Education - The response to Covid-19 by schools highlights the importance of the professionalism of the teaching workforce and the benefits of collaboration to help young people achieve their potential. Measures of success should include well-being and broader pro-social attitudes and behaviours as well as attainment. Collaboration between schools in Greater Manchester offers the potential to develop appropriate measures and work together to deliver them effectively.

Employment - Building back better requires all working people in Greater Manchester to have access to good jobs and support systems to protect those experiencing poverty, debt and the precarity that arises. The main sources of data for understanding this in Greater Manchester are survey data where the sample size means that detailed information for ethnicity is limited. This suggests the need to develop local mechanisms.

Health and well-being - Health services have significant weaknesses in the collection of monitoring data by ethnicity. The Greater Manchester Integrated Care Partnership<sup>5</sup> has plans in place to address this and promise to achieve a step change in how we understand race equality in Greater Manchester. This will allow targeted interventions to address major areas of racial inequality including primary and secondary care treatment in areas such as mental health and maternity services. Partners in Greater Manchester need to work together to address the broader determinants of health for all. These include income, poverty, and debt; housing; and encouraging healthy behaviours.

Criminal Justice - The criminal justice system needs to address how it can improve the protection of all people in Greater Manchester. This will include moving beyond the measures currently used to exercise social control over racialised minorities by collective prosecution, widespread surveillance, and disproportionate use of punishments.