

Manchester City Council Report for Information

Report to: Communities and Equalities Scrutiny Committee – 1 March 2017

Subject: Knowing Manchester Better: Equality Monitoring

Report of: Deputy Chief Executive (People, Policy and Reform)

Summary

This report provides an update on work to review and strengthen the Council's equality monitoring activity since the last report on the topic in September 2015. The report identifies the Council's strengths in gathering equality data and where it will improve going forwards. It also provides examples of equality monitoring practices informing service developments and identifies the next steps to progress this work.

Recommendation

The Committee is invited to note and provide comment on the contents of this report.

Wards Affected: All

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Background documents (available for public inspection):

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

1. Sexual Orientation Monitoring, *Communities Scrutiny Committee, 17 December 2014*
2. Equality Monitoring, *Communities Scrutiny Committee, 30 September 2015*
3. Refreshed Equality Objectives 2016-2020, *Communities Scrutiny Committee, 24 February 2016*

1.0 Introduction

- 1.1 The Council's refreshed strategic equality objectives were agreed and published on 1 April 2016. They include an object to 'Know Manchester Better', which is underpinned by a number of aims including to:

"Improve the way we get to know our communities and the people who are using our services and engaging with us. We want to understand how our work affects people's satisfaction with life in Manchester, and whether people from different backgrounds get on well together. We will get better equality information to help us understand how what we do affects equality in Manchester, and to develop approaches that improve everybody's outcomes."

and;

"Use our growing and shared knowledge of Manchester communities with our partners, to make sure we have a joined up way of analysing how all the big changes in the city affect different communities."

- 1.2 This demonstrates that Manchester's longstanding commitment to undertaking equality monitoring continues to be part of its strategic approach. The Council will be delivering an ongoing engagement campaign on its equality objectives throughout their four year period. Face-to-face engagement events will provide opportunities for the Council to qualitatively monitor the perceptions of targeted equality groups and the public more generally about equality in Manchester, adopting a strengths-based approach consistent with the Our Manchester strategy.
- 1.3 The Council recognises that there is always scope to make improvements to the methods by which it gathers equality data about its customers, its workforce and the city more generally. In addition to gathering data, the Council is committed to storing the data responsibly and using it to contribute to service development and the delivery of life improvements in Manchester.
- 1.4 Since this Committee last considered this subject in September 2015, the Council has been working to:
- Embed equality monitoring in its strategic planning and delivery
 - Review the Council's equality monitoring guidance to ensure that it is fit for purpose and accessible to users
 - Map the profile of equality data capture across the Council and understand:
 - where and how it is being used
 - where there are examples of good practice that can be shared with other services
 - which services should be prioritised for making improvement
 - Deliver a series of prioritised equality monitoring projects across:
 - Strategic Commissioning (Children and Families)
 - Sport and Leisure (Growth & Neighbourhoods and Strategic Development)

- Customer Service Centre (Core)
- HROD (Core)

1.5 This report provides the Committee with an update on the relevant areas of work.

2.0 Mapping the Council's Equality Data

2.1 The Council committed in 2015 to compile a profile of the equality data capture that takes place across services. This piece of work has now been completed, which is a significant achievement in itself as it provides the Council with its most thorough understanding of its available equality data to date.

2.2 The exercise, which captured responses from 70 service areas, has indicated that some degree of equality monitoring is taking place in approximately 75% of services, with 18 services not currently having equality monitoring processes in place. All services have been RAG (red, amber, green) rated.

2.3 The most frequently monitored characteristics are age, sex and disability (all captured by approximately 50% of services). The least frequently monitored characteristics are gender reassignment, pregnancy / maternity and sexual orientation. No one service monitors all of the protected characteristics.

2.4 The information received shows that services use the data for a wide range of purposes, including:

- individual case planning for social care customers
- strategic service planning and redesign
- assessing whether targeted services are reaching the correct cohorts
- identifying gaps in engagement and designing appropriate responses
- producing regular statistical reports and analyses

2.5 The next phase of this piece of work has begun, using the RAG rating to prioritise services for support and guidance to improve their equality monitoring activity. Services that do not monitor at all and those that have the most significant gaps in their current arrangements have been prioritised. Further analysis will identify services that do monitor but do not use the gathered data effectively, which will be engaged as a further tier of improvement.

3.0 Update on Equality Monitoring Improvements

3.1 In the Communities Scrutiny Committee report last year on this area, the Council described four areas of work across the Directorates that aimed to build on existing practice in varied types of services that use very distinct methods for gathering equality data. Updates on the four services are below.

3.2 Equality Monitoring in Central Strategic Commissioning

- 3.2.1 The Central Strategic Commissioning team has developed the Extra Care application form in partnership with commissioned housing providers. The Extra Care form now includes equality monitoring questions which were not previously included, meaning that older people's further equality-related needs can be taken into account when considering an application for moving to an Extra Care housing scheme. This adjustment represents the good practice standard that other providers are encouraged to adopt.
- 3.2.2 The Central Strategic Commissioning team has had initial discussions with the LGBT Foundation about the possibility of commissioning equality monitoring training. Agreement to progress with this is to be confirmed.
- 3.2.3 The new Mosaic data management system will be coming on-line in 2017 and will enhance all aspects of citizen data collection / monitoring. The Central Strategic Commissioning team has been working with the system provider to understand the potential for equality data capture in the system.

3.3 Equality Monitoring in Sport and Leisure

- 3.3.1 Sport and Leisure and the contracted provider, GLL, have operated equality monitoring processes for a number of years now. The available data was reviewed to identify gaps and scope to improve. This showed that the most significant gap in customer data was around non-member users of the facilities (this is mainly casual swimmers). To address this, Sport and Leisure and GLL are in the process of assessing the opportunities to capture equality data from this group. The focus of this work is how to incentivise non-members to provide their information. These considerations are ongoing.
- 3.3.2 GLL has been asked to develop the 'Manchester Card', which will replace the existing out of date leisure pass that currently offers a concessionary rate to residents. The Manchester Card will extend the leisure pass scheme to all available activities offered and will have the ability to target user groups and wards. Equality monitoring considerations, built into the architecture behind the card, will enable the service to know its customers better and monitor respective groups' take-up of each aspect of the offer. This in turn will enable targeted engagement with groups underrepresented in the city's sport and leisure activities.

3.4 Equality Monitoring in the Customer Service Centre

- 3.4.1 The Customer Service Centre (CSC) has added questions to the Customer Satisfaction Survey relating to customers' preferred languages and whether they have a need or preference for assistance in order to access the CSC offer in future. This was identified as the CSC's most appropriate way of monitoring the equality-related needs of its customers. Customers are invited to identify / highlight any barriers to the centre experience during their visit, for example related to language, disability, gender, sexual orientation or faith. If

issues are raised, customers are encouraged to provide further details to help understand in more detail any barriers to service experienced.

- 3.4.2 Responses to the surveys are reviewed and analysed on a quarterly basis to understand where improvements are required to meet the needs of customers and to understand the relationship between accessible communications and customer satisfaction. The process has identified that language is the most common barrier faced when visiting the Customer Service Centre. As a result of this, the service is now working more closely with the M:4 Translations Team to meet the broad range language needs that an increasingly diverse customer-base has. M:4 Translations now have officers co-located within the Customer Service Centre itself to make the provision of translations quicker and more integrated into the service offer, which improves the customer experience.
- 3.4.3 To demonstrate this point, in quarter two 2016 / 17, 96.3% of customers surveyed were either satisfied or very satisfied with the overall service received when visiting the Customer Service Centre.

3.5 Equality Monitoring in the mi people System

- 3.5.1 At the time of reporting to the Committee in September 2015, the mi people Self Service portal had been available for employees to update their own personal profile data for three weeks. The time-limited availability of the facility at the time meant that increases in data capture were not substantial, although this was anticipated to grow over the following months. The increases in equality profile updates, comparing data from July 2015 (pre mi people) to mid-September 2016 (circa 14 months after the system went live), are summarised below.
- 3.5.2 There are 6,614 employees who were employed by Manchester City Council in July 2015 and who were still employed by the Council in mid-September 2016. Of these, 117 have taken the opportunity to change their disability status; 87 of these changed their status to disabled. The first year has therefore seen the recorded representation of disabled employees rise from 3.49% to 4.67%. of the total workforce.
- 3.5.3 207 people took the opportunity to change their sexual orientation; 64 of these selected one of the non-disclosed options, 109 staff identified as heterosexual, 17 identified as gay, 4 people identified as bisexual, 7 people identified as lesbian and 6 people selected the category 'other'. The first year has therefore seen the number of individuals for whom the Council has sexual orientation data rise from 3,965 (54.04% of the workforce) to 4,166 (58.28%).
- 3.5.4 This is positive progress but the Council recognises that there is a need to further increase the use of the self service portal to provide as accurate as possible a picture of the Council's workforce profile. A communication was sent electronically to all employees in October 2016 to encourage further use of mi people. Progress will continue to be monitored by HROD.

4. Additional Good Practice Examples

- 4.1 In addition to the updates above, the Council continues to deliver numerous other examples of good practice on equality monitoring as part of its business as usual. Some examples of how equality monitoring is being progressed and how the resulting data is being used are outlined below.

4.2 Single Monitoring Form

- 4.2.1 The Children and Families Directorate has adapted its monitoring arrangements related to funding for the voluntary sector. The Directorate is on the pathway to fully integrating its funding and as an interim measure, the monitoring arrangements for the Equalities Fund, Community Association Fund, Health and Wellbeing Fund, Carers' fund and Mental Health Services have been harmonised into a Single Monitoring Form. This approach aims to inform the Council about:

- The activities that organisations are carrying out and which communities are benefitting
- Organisations' progress towards their agreed outcomes
- How activities are changing to improve outcomes
- Any threats or opportunities that may impact on the way organisations achieve their outcomes
- The wider contribution that organisations make to the people of Manchester
- How the finance of activities is being controlled

- 4.2.2 The revised monitoring arrangements include a full equality monitoring of service users section which funded organisations are required to complete on a quarterly basis. This gives the Council assurance that the targeted communities are being positively impacted by the funded services and where gaps are identified, there is an opportunity to assess the causes and potential solutions to this. Work is ongoing to refine 'heat maps' of impact to ensure that there is an equitable, appropriate and effective distribution of support across communities and geographies.

- 4.2.3 This example of vicariously building the Council's equality knowledge through its partners' monitoring arrangements is replicated across many of its funding and commissioning arrangements. The Equality Team is working with services to assess the consistency of this approach and the scope for further development as part of its improvement work outlined at item 2.

4.3 Older People's Charter

- 4.3.1 The September 2015 Equality Monitoring report stated that the Council's approach extends beyond simply tick-box exercises and amassing data sets. A good example of the Council developing a more profound understanding of a particular protected group through ongoing monitoring and engagement is the Age Friendly Manchester Team. The team has monitored older people's needs and the changing demographic of older people in Manchester as a

fundamental part of its function since 2003. It has used this in-depth intelligence to produce the Older People's Charter.

4.3.2 The Charter articulates the aims to reinforce the rights of Manchester's increasingly diverse older population and encourages all major organisations in the city to promote its principles of:

- Value – the right to be treated with dignity and respect
- Independence – the right to decide where and how to live and who with
- Information – the right to accessible information, advice and guidance
- Health and Wellbeing – the right to live a healthy and productive life with access to social and creative opportunities
- Decision-making and voice – the right to control and meaningfully influence the decisions that affect older people's lives
- Safety, security and justice – the right to be taken seriously when they are afraid and to not be treated differently because they are older

4.4 Health and Social Care Integration

4.4.1 Council and CCG officers are in the process of working in partnership to map the equality information captured across both organisations, in order to:

- Build a profile of cohorts to assist effective equality analysis and commissioning processes
- Undertake a gap analysis of where equality data needs to be strengthened
- Identify opportunities to strengthen those areas, such as using partnership arrangements with the voluntary sector and learning from existing forums (i.e. the Patient and Public Advisory Group)

4.4.2 CCG officers have started to document the results. It has become clear that there are numerous characteristics where data is lacking. These are generally those who are in less frequent contact with health and care services. For example, there is a good level of intelligence on disabled people and older people due to a higher prevalence of assessment and health intervention. However, LGBT groups, some ethnic groups and some religious groups are for various reasons more remote from receiving services and therefore data is less robust.

4.4.3 Discussions are ongoing to identify how the Council and CCGs can strengthen their combined intelligence in these areas.

4.5 Antisocial Behaviour Team

4.5.1 In Growth and Neighbourhoods, the Antisocial Behaviour (ASB) Team identified during the Equalities Monitoring audit (see item 2) that there was scope to improve its equality data capture. The team has worked with the Equality Team to appraise its current approaches and explore opportunities to capture equalities information. This revealed that although some equality data is already captured at the point of contact, such as age, gender and disability status in order to inform the approach for dealing with the call, this is not then

recorded in a way that the data can then be extracted and analysed. The team has identified two opportunities to improve equality data capture.

- 4.5.2 The consultation for the new ASB policy and procedure included equality monitoring questions following the Council's best practice example. The consultation received 49 responses, with 37 respondents opting to complete the equality questions. The service is awaiting the analysis of the data to assess whether responses show any significant trends in relation to the monitored groups.
- 4.5.3 The ASB reporting lines are being relocated to the contact centre later this year, and equality data capture relevant to ASB is being worked into the plans for this move. Services within Community Safety Compliance and Enforcement are working with the FLARE system developers to look at best options and to ensure the equality data capture is worked into the plans early on.

4.6 Libraries

- 4.6.1 It was identified that Libraries use a number of equalities data collection methods to inform service provision. The detailed PLUS survey, which is conducted every 3 years, captures equalities data and highlights satisfaction levels across user groups, comparing against resident population data, where available. The PLUS survey also provides a method of capturing data of non-member users, and results form the basis of action planning for each library.
- 4.6.2 The ViewPoint visitor survey in Central Library has also been identified as a method for collecting equalities data for the purposes of informing service improvements and planning. As users can elect to take the survey upon visiting the library, it also provides the means to capturing casual, non-member usage. Though the survey currently only captures data on three protected characteristics, Libraries have committed to look into the feasibility of including other characteristics, if appropriate, along with the potential of Viewpoint visitor surveys being rolled out to other libraries across the city.
- 4.6.3 Immediate user feedback and front-line staff's knowledge of their communities also strongly inform planning. Services for the visually impaired are offered at Central Library and North City, for example, based on direct feedback from users in those communities. Libraries across the city use their knowledge of their communities to ensure literature and services of interest are offered in the libraries, ie, books in languages prominently spoken in the area.

4.7 Young Persons Employee Group

- 4.7.1 The HROD Service in the Core is exploring the feasibility of creating a young persons (under 30 years old) employee group for the Council. HROD has one of the Council's most complete equality data sets at its disposal and has interrogated this to identify where it can make a positive contribution to a minority group within the workforce.

- 4.7.2 The data revealed that young people in the Council's workforce are underrepresented when compared to the proportion of young people in the city overall. More crucially though, analysing the equality profile of starters and leavers at the Council showed that whilst young people are healthily represented in the Council's new starter statistics (37% of all new starters due largely to the success of the apprentice and graduate trainee schemes), they are overrepresented at a ratio of over 3:1 in the leavers statistics. This indicates a clear retention issue for the Council's future workforce that requires consideration.
- 4.7.3 The development of a young persons' employee group has been identified as one way to enable the Council a structured method for connecting with representatives of its younger workforce to understand what will make their work-life experience engaging, motivating and more likely to retain them and their skills. The HROD Service will continue to assess this option and engage with young employees to gauge interest.

4.8 Widening Access Board

- 4.8.1 The Widening Access Board has been established to address resident access to parks, cultural and leisure facilities across the city. Using demographic usage data along with current equalities monitoring information from each service, delivery will be targeted at specific groups within areas of low participation in the city. Whilst equalities monitoring is improving across the services, the currently-held data has been interrogated to provide an informed starting point for the Board's activities.
- 4.8.2 A joint, strategic communications approach will be designed across libraries, culture, parks, leisure and events to identify how to increase impact, whilst using current usage data in tandem with mosaic system to inform targeted communications methods.

4.9 Our Manchester Online Survey

- 4.9.1 The Performance and Intelligence Team has been developing an approach to resident engagement to replace the outgoing telephone survey, which has ceased to be fit for purpose. Taking into consideration how residents have told the Council they would like to feedback their views in the future, the new Our Manchester online survey was launched at the start of November. This will be supplemented by crowdsourcing and sharing surveys done by other organisations to build up a picture of residents' views of the city and the services that the Council and its partners provide. Testing of these methods will continue throughout 2016 / 17.
- 4.9.2 The survey has been aligned to the 'Our Manchester' strategy and adopts a more open and strength-based approach, which includes questions such as 'what's good about your area', 'what support would you need to play a more active role in your community' as well as asking what's good and what could be better about local public service delivery.

- 4.9.3 The survey has retained some of the community cohesion orientated questions previously asked in the telephone survey and includes a full equality monitoring section which will allow responses to be analysed by protected groups to identify trends and gaps.

5.0 Review of Equality Monitoring Guidance and Form

- 5.1 The Council undertook to review its guidance document for equality monitoring. The guidance document, which is aimed at managers of services to help them implement effective processes, sets out the agreed best practice standards for equality monitoring. The guidance is one of the essential tools that the Equality Team uses to support services to increase their equality data capture and improve how data is used.
- 5.2 The review, which included benchmarking against other similar guidance and considering feedback from engaged services, concluded that the Council's guidance is fit for purpose.

6. Conclusion

- 6.1 The Council is able to demonstrate that its commitment to undertaking equality monitoring and using the resulting data appropriately, responsibly and effectively is being acted upon, both with regard to the specific equality monitoring projects that have previously been reported to the Communities Scrutiny Committee, and as part of the organisation's business as usual.
- 6.2 The ensuing phases of the equality data improvement project outlined at item 4.0 will accelerate the Council's capacity to continue this approach. The more structured approach to gap analysis and support will provide opportunities to share the learning from each improvement project more widely across the other service areas that have the potential to improve their equality monitoring practice.
- 6.3 It is important to note that the Council is increasingly reliant on its commissioned and funded organisations to undertake effective equality monitoring on its behalf, and the need for consistent and robust monitoring arrangements in contracts / funding agreements will be critical to maintaining the good practice achieved to date. This aim forms part of the equality objective to Know Manchester Better outlined at 1.1, which has received the support of voluntary sector partners and the public more generally.
- 6.4 It is also important to consider the interdependencies between equality monitoring and the Council's other strategic priorities. Knowing Manchester better and developing a good understanding of communities' identities and needs is an essential component of the evidence on which the Council's strategic approach is based. Improving equality monitoring practice should therefore not be seen as an end in itself, but more a critical step in the pathway to city-wide improvement.

- 6.5 Progress on this area will continue to be regularly reviewed by the Corporate Equality Champions Group.