



Communities and Equalities Scrutiny Committee

Date: Tuesday, 10 October 2023

Time: 2.00 pm

Venue: Council Chamber, Level 2, Town Hall Extension

Everyone is welcome to attend this committee meeting.

There will be a private meeting for Committee Members only at 1.20pm in the Council Antechamber, Town Hall Extension.

Access to the Council Chamber

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Membership of the Communities and Equalities Scrutiny Committee

Councillors - Hitchen (Chair), Azra Ali, Appleby, Doswell, Good, Ogunbambo, H Priest, Rawson, Sheikh, Whiston and Wills

Agenda

1. Urgent Business

To consider any items which the Chair has agreed to have submitted as urgent.

2. Appeals

To consider any appeals from the public against refusal to allow inspection of background documents and/or the inclusion of items in the confidential part of the agenda.

3. Interests

To allow Members an opportunity to [a] declare any personal, prejudicial or disclosable pecuniary interests they might have in any items which appear on this agenda; and [b] record any items from which they are precluded from voting as a result of Council Tax/Council rent arrears; [c] the existence and nature of party whipping arrangements in respect of any item to be considered at this meeting. Members with a personal interest should declare that at the start of the item under consideration. If Members also have a prejudicial or disclosable pecuniary interest they must withdraw from the meeting during the consideration of the item.

4. Minutes

To approve as a correct record the minutes of the meeting held on 5 September 2023.

Pages
7 - 18

5. LGBTQ+ Communities Deep Dive

Report of the Joint Director of Equality and Engagement - NHS GM Integrated Care (Manchester locality) and Manchester City Council.

Pages
19 - 50

This report explores the inequalities faced by LGBTQ+ communities and the support provided by Council services to improve access, experience, and outcomes.

6. Review of the Homelessness Strategy, Information on Winter Provision and Equalities Data for the Homelessness Service

Report of the Director of Housing Services.

Pages
51 - 86

This report covers three areas of the Homeless Service:

- The Homeless Review and Strategy for comments.
- The requested update on last year's cold weather provision, and the plan for this winter.
- The data and update on equalities as requested by Members.

7. Building Stronger Communities Together Strategy 2023-2026

To Follow

8. Overview Report

Report of the Governance and Scrutiny Support Unit.

Pages
87 - 106

The monthly report includes the recommendations monitor, relevant key decisions, the Committee's work programme and any items for information.

Information about the Committee

Scrutiny Committees represent the interests of local people about important issues that affect them. They look at how the decisions, policies and services of the Council and other key public agencies impact on the city and its residents. Scrutiny Committees do not take decisions but can make recommendations to decision-makers about how they are delivering the Our Manchester Strategy, an agreed vision for a better Manchester that is shared by public agencies across the city.

The Communities and Equalities Scrutiny Committee examines the work of the Council and its partners relating to reducing levels of crime, community cohesion, older people and equality and inclusion.

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Smoking is not allowed in Council buildings.

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Chief Executive
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Manchester, M60 2LA.

Further Information

For help, advice and information about this meeting please contact the Committee Officer:

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This agenda was issued on **Monday, 2 October 2023** by the Governance and Scrutiny Support Unit, Manchester City Council, Level 2, Town Hall Extension (Library Walk Elevation), Manchester M60 2LA

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Communities and Equalities Scrutiny Committee

Minutes of the meeting held on Tuesday, 5 September 2023

Present:

Councillor Hitchen (Chair) – in the Chair
Councillors Doswell, Good, Ogunbambo, Rawson, Sheikh, Whiston and Wills

Also present:

Councillor Midgley, Deputy Leader
Sandy Koujou, Caribbean African Health Network
Saria Khalifa, NESTAC

Apologies: Councillor Azra Ali, Appleby and Priest

CESC/23/34 Minutes

In moving the minutes, the Chair requested an update on the committee's request made at the previous meeting for further information on CEF-funded events. The Governance and Scrutiny Team Leader confirmed that this request had been accepted since the agenda was published and that the information would be shared with members at the earliest opportunity.

Decision: That the minutes of the previous meeting, held on 18 July 2023, be approved as a correct record.

CESC/23/35 Communities of Identity

The committee considered a report of the Joint Director of Equality and Engagement - NHS GM Integrated Care (Manchester locality) and Manchester City Council which detailed the inequalities faced by 'communities of identity' within the city and how specific groups accessed and were supported by Council services to improve their experience and outcomes.

Key points and themes within the report included:

- An introduction and background;
- The definition of 'Communities of Identity';
- The Council's intersectional approach to inequality and insights into communities;
- Key learning and areas for development;
- The 3 equality objectives to support the city in becoming more progressive and equitable:
 - Knowing Manchester better
 - Improving life chances
 - Celebrating our diversity
- Examples of how these objectives were being delivered on.

Key points and queries that arose from the committee's discussion included:

- What work was being undertaken to support Bangladesh, Pakistan and African Muslim women to enter the workplace;
- How the Communities of Identity work would improve health outcomes;
- Noting the gap in education and employment opportunities for Gypsy, Roma and Traveller communities, and querying how the Council would try to reduce the stigma for this community;
- Noting that there was no mention of class as an intersectionality;
- How the learning from work on Communities of Identity would be utilised in the Council's approach to Equality Impact Assessments;
- Requesting that further information on the SEND activities offered during the school holidays be provided;
- How confident officers were that those groups who work with Communities of Identity were being reached;
- Noting the stark median age at death of Asian/Asian British background males with profound and multiple learning disability and the higher mortality in pregnancy rate amongst Black and Asian women, and querying what could be done to improve this;
- Requesting that quantified data be clearer in future reports;
- Requesting that the financial and revenue implications of delivering this work be included in future reports; and
- Requesting that a benchmarking exercise be undertaken to quantify how well Manchester was doing in its work with Communities of Identity against other core cities.

The Deputy Leader stated that Communities of Identity was last reported on in 2016 and that this report aimed to explain how the Council understands and engages with communities.

The Joint Director of Equality and Engagement expressed her thanks to the University of Manchester, Lancaster University, the Assistant Chief Executive and his team, the Equalities Specialist and a number of Council departments who had contributed to the report. She explained that Communities of Identity referred to 'people who share particular characteristics connected to their heritage, belief system or identities that contribute to their day-to-day lives' and stated that the report focused on communities that experienced greater and more entrenched inequalities, such as those communities which experienced racial inequality, disabled people and older people. Other communities, such as LGBTQI people, were also recognised as having experience of entrenched inequalities and the committee was informed that a more detailed analysis of these experiences would be provided at the next meeting.

The Joint Director of Equality and Engagement highlighted some data sources, such as the recent Census, and noted that there was still work to be done to identify the impacts of inequalities in an intersectional manner and to remove some key barriers.

The Local Offer and Engagement Manager and the SEND Engagement and Young Carers Lead attended the meeting and provided an overview of their work to co-produce a summer activity offer with parents and carers of children and young people with Special Educational Needs and Disabilities (SEND).

In response to the committee's queries, the Joint Director of Equality and Engagement explained that work would be undertaken with the Work and Skills team to improve access to the workplace and that some work had already been undertaken to identify the barriers to employment faced by Pakistani and Bangladeshi women. A Joint Strategic Needs Analysis was also being undertaken for the Gypsy, Roma and Traveller community and an Inclusion Health Group had been established to improve engagement. It was noted, however, that more work was required to improve cohesion between Gypsy, Roma and Traveller communities and other communities.

Members were advised that Community Health Equity groups had completed a lot of work with particular communities and there was specific work being undertaken around breast screening with Pakistani women, as data indicated there was a lower uptake within this community. The Council was also working with BHA for Equality to assess experiences of primary care.

The Assistant Chief Executive explained that the Census had been a great resource for Communities of Identity and when looking at intersectionality. He highlighted that particular areas of interest could be reviewed in more detail to inform the committee and ongoing work.

In response to a member's query regarding how this learning would inform the Council's approach to Equality Impact Assessments (EIA), the Joint Director of Equality and Engagement stated that a refresh of the approach to Equality Impact Assessments was underway and that this would include detailed guidance with case studies on best practice for completing these Assessments. The Equalities team would also provide support for colleagues undertaking an EIA.

The committee was informed that a lot of work was being undertaken around community engagement. It was acknowledged that communities changed frequently and that there were some established communities and some new and developing ones so there was a need to change and evolve engagement methods. This was a theme under Making Manchester Fairer and focused on building trust with communities to work together.

In answer to a member's query regarding the greater breakdown of ethnicity, the Assistant Chief Executive explained that this was available for each ward through the Census and that this information would be provided outside of the meeting.

In respect of the Chair's queries around health inequalities experienced by Asian, Asian British and Black men and women, the Joint Director of Equality and Engagement explained that the report remained a live document which could be

updated to reflect the Council and local partners' responses to issues. She noted that there were some significantly entrenched structural inequalities within health and that some partners were undertaking work around learning difficulties, including liaising with ethnic minorities with learning difficulties to identify how to better engage with this community.

Further clarity was sought on whether the health outcomes of Communities of Identity were within the remit of this committee or the Health Scrutiny Committee.

She further highlighted that several initiatives were underway across the health service to reduce mortality rates amongst Black and Asian pregnant women and that these figures were decreasing. Work needed to continue to reduce this, and it was highlighted that this would require changes in behaviour and attitude.

In response to the Chair's query around how it would be ensured that delivery models for the Equality Objectives were placed into areas with the most need, the Assistant Chief Executive stated that this would need to be built into the Council's Corporate Plan, business plan, and budget with a recognition that tackling inequalities was of high importance, which he stated the Council had done over the past years. He highlighted the Council's cost-of-living support as an example of this, with granular evidence used to identify where need was greatest and to proportionately target resources to certain areas within Manchester.

The Chair wished officers good luck in their work to deliver the Equality Objectives and thanked guests for their attendance.

Decision:

That the committee

1. notes the progress made to date on delivering the Equality Objectives;
2. expresses their support for the approaches to working with communities and areas for further development outlined in the report;
3. requests further information on class as an intersectionality;
4. requests further information on the SEND activities on offer during school holidays within each ward;
5. requests a greater breakdown of information by ethnicity for each ward;
6. requests that quantified data be clearer in future reports;
7. requests that the financial and revenue implications of delivering this work be included in future reports;
8. recommends that Equality Implications be strengthened within committee reports to highlight how the sufficiency of service provisions within wards are taken into consideration for each report; and
9. requests that a benchmarking exercise be undertaken to quantify how well Manchester is doing in delivering the Equality Objectives against other core cities.

CESC/23/36 Domestic Abuse and Safety of Women and Girls

The committee considered a report of the Strategic Director – Neighbourhoods which summarised recent and current work to address domestic violence and abuse, including implementation of the Domestic Violence and Abuse Strategy and the Domestic Abuse Act 2021 and victim voice work, and provided an update on ongoing work to promote the safety of women and girls in the city.

Key points and themes within the report included:

- 75% of all offences recorded during 2022-23 were against women;
- Strong correlations between high volumes of domestic abuse incidents and areas of the city with the highest deprivation scores relating to income, employment, education and skills, and health and disability;
- The objectives and achievements of the Council's Domestic Violence and Abuse Strategy;
- Training and development work;
- The work of Early Help Hubs;
- Work undertaken with perpetrators which was commissioned in conjunction with GMCA from Talk Listen Change (TLC);
- Work being undertaken to support children and young people affected by domestic abuse;
- Support and services for victims of Female Genital Mutilation (FGM);
- Support and services for male victims of domestic abuse;
- Conduct of Domestic Homicide Reviews;
- The Women's Night-time Safety Charter and Good Night Out Guide; and
- Current issues and challenges, such as demand for the Independent Domestic Violence Advocate (IDVA) service.

Key points and queries that arose from the committee's discussion included:

- Noting that not all buildings in the city's parks were council-owned, and querying whether these facilities would be expected to take part in the Safe Spaces initiative;
- How domestic violence affected LGBT and asylum seeker/refugee communities;
- The importance of talking to primary school children about healthy relationships;
- How staff were trained to be trauma-informed;
- Requesting that members also receive the quarterly Performance Bulletins;
- The high level of repeat offences;
- Noting that, whilst domestic violence can occur anywhere, it was more prevalent in deprived areas;
- What the Council could do in collaboration with housing providers and Greater Manchester Police (GMP) to ensure perpetrators of domestic violence are removed from the home;
- Whether any preliminary findings were available from the work undertaken with the Independent Choices Greater Manchester Domestic Abuse Helpline

to better understand the recent change in distribution of volumes of calls across the city;

- What advice the Council would give to victims of spiking;
- Whether housing providers were also implementing a Sanctuary Scheme and whether this was consistent across the city;
- How the Council could provide quick interventions to those at risk of domestic violence;
- Whether there were areas within parks that were specifically tailored to women and girls;
- How the Council held GMP to account on the time taken to deal with domestic violence cases;
- Whether members could refer individual cases to the Gender Based Violence Board;
- Suggesting that a representative of Greater Manchester Police be invited to attend when considering future reports on domestic violence;
- How the Community Safety team works with the Neighbourhood teams to improve feelings of safety for residents when out at night; and
- Whether trends were noticeable within Domestic Homicide Reviews and what lessons are learnt from these.

The Deputy Leader stated that there continued to be high levels of domestic abuse and that the effect of this on survivors, families and children was traumatic and highlighted the work being undertaken in the city. The Strategic Lead Officer for Community Safety highlighted key issues around domestic abuse in Manchester and the service provision. She noted that there had been a decrease in the number of high-risk incidents which she believed was as a result of early intervention work. It was stated that the work on safety of women and girls was broader than that on domestic abuse but was included within the report as it was fundamental to the societal change required to address domestic abuse.

Representatives from the Caribbean African Health Network and NESTAC attended the meeting to provide an overview of their organisations and the services they provide, which the committee welcomed.

In response to members' queries, the Strategic Lead Officer for Community Safety explained that the Safe Spaces initiative was still in its early stages of development and engagement with the Libraries and Parks teams was underway. Further discussions would need to take place to identify appropriate premises to take part in the initiative and what would be required of staff to deliver this safely. It was confirmed that training would also be provided to the 'Friends of' groups.

The Domestic Abuse Reduction Manager advised that two Greater Manchester-based services had been commissioned to address domestic violence within the LGBTQI community. This included the Safe Accommodation project, which provided access to one-bedroom flats and wider outreach support for LGBTQI people, and an LGBT Independent Domestic Violence Advocate (IDVA) provision. Manchester City

Council was the highest referrer to both of these schemes within Greater Manchester.

The Domestic Abuse Reduction Manager acknowledged the need to promote healthy relationships to young girls as well as boys, as some figures around their behaviour was of concern. Work on addressing this issue in primary schools was being led by Healthy Schools and was included in the Council's Domestic Abuse Strategy action plan.

The committee was informed that the Council was committed to ensuring that staff and partners have access to trauma-informed training. All IDVA staff, domestic abuse providers and MARAC partners were trauma-informed trained.

In response to a request from the committee, it was confirmed that the quarterly Performance Bulletins and Needs Assessments would be shared with members.

The Strategic Lead Officer for Community Safety shared members' concerns over the high level of repeat offences of domestic violence and emphasised the importance of understanding the impact of early intervention work and this would continue to be monitored.

With regards to the powers available to the Council, housing providers and Greater Manchester Police (GMP) to ensure perpetrators of domestic violence are removed from the family home, the Domestic Abuse Reduction Manager explained that there were measures in place to allow the police to remove a perpetrator from a property and Manchester had the highest number of these Orders secured within Greater Manchester. She further explained that the Domestic Abuse Act brought into force Domestic Abuse Protection Orders which GMP would be piloting from June 2024 and would provide more stringent measures to remove a perpetrator for longer and allow the imposition of monitor tags and curfews. The importance of early intervention work was reiterated to help victims remain in their home, community, and support network. Work was ongoing with the Homelessness team to increase access to the Sanctuary Scheme and other security measures.

There had been a significant increase in the number of people accessing the Sanctuary Scheme since 2021 and work was ongoing with housing providers to ensure a consistent approach with their offer. Further information on the approach of housing providers had been requested by officers.

It was confirmed that there were no preliminary findings available from the work undertaken with the Independent Choices Greater Manchester Domestic Abuse Helpline to better understand the recent change in distribution of volumes of calls across the city, but these would be shared once available.

The Strategic Lead Officer for Community Safety advised that work had been undertaken with partners to ensure an appropriate response to incidents of spiking and this would continue to be discussed.

In response to a query regarding possible quick interventions where there is a risk of domestic violence, the Strategic Lead Officer for Community Safety explained that this would be dependent on the individual circumstances.

The safety of women and girls in the city's parks was a major focus for the Parks team and were represented on the Safety of Women and Girls Board, which drove forward work on domestic abuse, sexual harassment, and other forms of Violence against women and girls, to ensure that suitable activities were available in parks. The Strategic Lead Officer for Community Safety advised that there were specific sports and leisure activities commissioned for women and girls.

In response to a question around how GMP were held to account, the committee was advised that there were a number of systems in place such as the Domestic Abuse Partnership Board and a forum for partners to discuss performance and delivery on the Domestic Abuse Strategy action plan. The GM Gender Based Violence Board was also highlighted as an example of a forum to raise issues with the GM Deputy Mayor. The Domestic Abuse Reduction Manager provided assurances that the Council worked closely with GMP on an operational and strategic level.

Members were advised that the Gender Based Violence Board did not review individual cases but that they could email the Community Safety team if they had any specific concerns about cases.

The Community Safety Policy and Performance Manager endeavoured to inquire whether Greater Manchester Combined Authority (GMCA) received data on the time taken to deal with domestic violence cases.

Street safety was acknowledged as a focus area within the report and there was significant work being undertaken to improve this, although it was noted that there was limited resource within the Community Safety team, and this needed to be a cross-council piece of work. The Council also worked closely with Transport for Greater Manchester (TfGM) to ensure safety of residents using public transport and a number of different projects had been funded with officers looking at rolling out similar schemes to those in Oldham and Rochdale. A further report could be provided on this with a focus on women and girls.

In response to queries around Domestic Homicide Reviews, the Community Safety Policy and Performance Manager explained that each Review generated an action plan to be dealt with either by a single agency or the Partnership. These action plans were tracked to identify themes, such as unconscious bias and services making every effort to maintain engagement with people they were working with. These themes are then assessed strategically by a range of partners and agencies.

In closing the discussion, the Chair asked guests what they would like the Council to do to improve domestic violence service provisions across Manchester. Sandy Koujou, of the Caribbean African Health Network, expressed that she would like to

see further help for the programmes already in operation and for the Council to promote the support available for victims and survivors. Saria Khalifa, of NESTAC, explained that she would like the Council to continue to encourage GMP to investigate incidents of domestic violence quickly and efficiently.

The Chair thanked guests for their attendance and their work in the community and thanked officers for their strategic work in championing victims and making Manchester safer.

Decision:

That the committee

1. notes the report;
2. requests that quarterly Performance Bulletins be shared with members;
3. looks forward to receiving a future report on the safety of women and girls, including the work and projects being undertaken to promote this across the city and how these are funded;
4. requests further information on the specific sports and leisure activities commissioned for women and girls and the suitable activities available for women and girls in individual parks; and
5. requests that enquiries are made with GMCA regarding data on the time taken for domestic violence incidents to be dealt with by GMP.

CESC/23/37 Voluntary, Community and Social Enterprise (VCSE) Impact Report 2023-26 Update

The committee considered a report of the Assistant Chief Executive on the impact of the Our Manchester Voluntary and Community Sector grant programme (OMVCS) 2018-2023.

Key points and themes within the report included:

- Providing an introduction and background to the Impact Report;
- The Council had invested £12 million into the OMVCS programme;
- Highlights and findings of the report, such as that over 588,000 service users had been supported across all of the 63 funded organisations;
- How the OMCVS fund aligned with the aims of the Our Manchester Strategy;
- Next steps for monitoring and reporting on the 2023-26 programme of funded activity.

Key points and queries that arose from the committee's discussion included:

- Welcoming the work of the voluntary sector;
- How officers had come to the figure that over 588,000 service users had been supported across all funded organisations, given that Manchester's population was 547,000;

- Whether the issues raised by those groups whose funding bids were unsuccessful had been resolved;
- Whether mentorships through the Conversation 2 Cash programme were followed up on; and
- Whether the mentorship programme could be extended to Wythenshawe; and
- If the progress and achievements of the funded work was monitored and evaluated.

In response to members' queries, the Policy and Programmes Manager (Communities and VCSE) noted that there was a statistical error with regards to the number of service users supported and that this figure represented the amount of contact with residents. The final version of the report would have an amended figure.

Assurances were provided that all issues raised following the allocation of funding had been resolved and that officers had signposted those unsuccessful in receiving funding to alternative support for funding and organisational development. A further report on the refreshed Infrastructure Contract would be provided to the committee in December 2023.

The Policy and Programmes Manager (Communities and VCSE) informed members that Conversation 2 Cash was a programme based in North Manchester which linked grassroots organisations to peer mentors within the VCSE sector to undertake development work. He advised that all peer mentors had received training with mentorships now underway. This was a specific piece of work which was undertaken as a result of the North Manchester inquiry, but the funding profile of the city demonstrated a shift away from funding to North Manchester, although he noted that there was not a robust data set to demonstrate funding contributions across the city. This was an ongoing piece of work and the Policy and Programmes Manager (Communities and VCSE) acknowledged that it was possible for a similar approach to be implemented in the south of the city in future.

In response to a question from the Chair, the Policy and Programmes Manager (Communities and VCSE) stated that there was a commitment to create an end-of-year report on the progress and achievements of organisations in receipt of funding and these could be brought to the committee for consideration.

In closing the discussion, the Chair thanked officers and voluntary organisations for their work. She acknowledged that the Council should have been able to deliver some of the services provided by VCSE groups but were unable to due to government cuts imposed over previous years.

Decision:

That the report be noted.

CESC/23/38 Overview Report

The committee considered a report of the Governance and Scrutiny Support Unit which contained a list of key decisions yet to be taken within the Committee's remit, responses to previous recommendations and the Committee's work programme, which the Committee was asked to approve.

The Chair queried whether a report would be provided to the committee on the new Customer Relationship Management system. Officers agreed to look into this outside of the meeting and would provide an update for members.

Decision:

That the report be noted, and the work programme agreed.

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Manchester City Council Report for Information

Report to: Communities and Equalities Scrutiny Committee – 10 October 2023

Subject: LGBTQ+ Communities Deep Dive

Report of: Joint Director of Equality and Engagement - NHS GM Integrated Care (Manchester locality) and Manchester City Council

Summary

This report explores the inequalities faced by LGBTQ+ communities and the support provided by Council services to improve access, experience, and outcomes. The report is structured around the Council's Equality Objectives and incorporates the Census 2021 data and other national sources of information to ensure a more accurate understanding of LGBTQ+ communities and where they face barriers in education, health, employment, and housing.

Recommendations

The Committee is recommended to:

- (1) Consider and comment on the information provided in the report.
 - (2) Support the approaches to working with LGBTQ+ communities and areas for further development outlined in the report.
-

Wards Affected: All

Environmental Impact Assessment - the impact of the issues addressed in this report on achieving the zero-carbon target for the city

It is recognised that some resident groups in Manchester will potentially particularly benefit from advancement on the zero-carbon agenda. Improving conditions for Manchester residents by tackling our climate change ambitions helps create a more equal platform. More energy efficient housing, healthier households who are more active, safe and can access active travel and public transport will improve residents' lives. Reducing carbon emissions and improving air quality across the city will in turn help reduce health inequalities. Increasing and improving the quality, quantity and accessibility of green spaces and nature within the city will enable all people to benefit from spending time in nature, resulting in improved physical and mental health and wellbeing of residents. Manchester City Council is mindful of a just transition to achieving its zero carbon ambitions and is conscious of not creating new forms of inequality and poverty and ensuring everyone benefits from the progress being made.

Equality, Diversity and Inclusion - the impact of the issues addressed in this report in meeting our Public Sector Equality Duty and broader equality commitments

The Public Sector Equality Duty under the Equality Act 2010 requires public authorities to publish equality objectives and report on them. Manchester City Council's equality objectives are: Knowing Manchester Better, Improving Life Chances and Celebrating Our Diversity. This report looks at the work done with communities and community organisations to address these objectives.

Manchester Strategy outcomes	Summary of how this report aligns to the OMS/Contribution to the Strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	Reporting on progress against our Equality Objectives is part of our legal requirement which provides assurance that the Council has due regard for advancing equality and addressing inequalities in all aspects of its service delivery. We recognise that the diversity of our city is a strength which we can build upon in terms of developing a sustainable economy. However, we also recognise that we need to ensure that we have a real focus on enabling people who experience the greatest inequalities to benefit from our economy. Our report sets out how we are tackling inequalities and engaging with our LGBTQ+ communities across a range of areas.
A highly skilled city: world class and home grown talent sustaining the city's economic success	Our report describes our commitment to ensuring that we support Manchester people to progress, build their skills and have access to opportunities through targeted approaches to addressing known inequalities
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	The recommendations section of the report outlines ways to continue to develop our community engagement practices.
A liveable and low carbon city: a destination of choice to live, visit, work	The report sets out our approach to valuing diversity and ensuring that we develop an inclusive culture across services, events, and the strategies that support the liveable and low carbon outcome.
A connected city: world class infrastructure and connectivity to drive growth	The report describes how we recognise the structural and systemic barriers that many people in our city experience linked to their protected characteristics and that we need to remove them to ensure equitable access to all that the city has to offer.

Full details are in the body of the report, along with any implications for:

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

Not Applicable

Financial Consequences – Capital

Not Applicable

Contact Officers:

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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.

- References and relevant links are listed are listed in Appendix 1.

1.0 Introduction

- 1.1 This report outlines how LGBTQ+ people in Manchester, including residents, visitors and community organisations, are supported by Council services to improve their experiences and outcomes.
- 1.2 This report is one aspect of our commitment to understanding our communities better by providing examples of how marginalised communities interact and engage with Council services and their partners. Other deep dive reports have been produced which offer a snapshot of the experiences of marginalised communities in Manchester.

2.0 Background

- 2.1 The report uses data from Census 2021 alongside LGBTQ+ people's experiences (shared via focus groups and surveys). The report includes case studies outlining commissioned services specifically supporting LGBTQ+ people and instances of community engagement which build on those in the recent Communities of Identity report.

3.0 Main issues

- 3.1 Strategic context
 - 3.1.1 Several key strategies and plans have been published recently which aim to make Manchester more equitable, including the Our Manchester Strategy, Making Manchester Fairer, and the Anti-Poverty Strategy.
- 3.2 Intersectional approach to inequality
 - 3.2.1 An intersectional approach asks that we pay attention to how barriers faced by LGBTQ+ people interact with other identities to marginalise particular groups further. This approach avoids group generalisations and attends to within-group differences. Identifying the impacts of inequalities in this intersectional manner is key to removing barriers and advancing equality.
 - 3.2.2 We are committed to using the Census 2021 and other data about our residents in an intersectional way. This data analyses needs to be reinforced by ongoing, culturally competent approaches to ensuring that communities of identity influence the design and delivery of services. This data and lived experience evidence will ensure that we can provide targeted and appropriate services.
- 3.3 Insights into our communities
 - 3.3.1 The report highlights recent data sources, alongside Census 2021, which provide insight into how LGBTQ+ residents face additional barriers in their daily lives and outcomes. The report analyses these in relation to housing, education, employment, and health.

3.4 Key learning and areas for development

- 3.4.1 The report identifies areas of good practice and further development, which we hope will enable delivery of services in a more targeted, effective, and culturally proficient way. The examples in the report are not an exhaustive list and further work is underway to evaluate the effectiveness of our approach to community engagement.

4.0 Recommendations

The Committee is recommended to:

- (1) Consider the progress made to date on delivering our Equality Objectives and comment on the information provided.
- (2) Support the approaches to working with communities and areas for further development outlined in the report.

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LGBTQ+ communities in Manchester deep dive September 2023

1. Introduction

Manchester has long been a welcoming place for LGBTQ+ people and we are proud of our traditions of protest and protection for our residents and visitors. The history of Manchester's LGBTQ+ community is an important part of our social and cultural history in the city and the North West. We are home to the UK's largest LGBTQ+ community outside London and the city is renowned for its Gay Village centred around Canal Street. It is the home to festivals such as Pride, Queer Up North as well as celebrations around LGBT history month. Manchester was the birthplace for the Campaign for Homosexual Equality in 1964 and it was in this city that 20,000 people took to the streets to protest Section 28, which was one of the largest LGBTQ+ demonstrations ever to take place in the UK at the time. Section 28 was in place from 1988 to 2003 when it was finally repealed.

However, we also know that LGBTQ+¹ communities face additional barriers to positive outcomes due to structural inequalities, and Manchester City Council remains committed to eliminating discrimination for all residents. This report is part of a series of 'deep dives' which explore inequalities of outcomes for LGBTQ+ communities and provides examples of Council's approach to engagement and involvement, service development and delivery.

Historically, lesbians, gay men, bisexual and trans people have faced similar challenges and discrimination, and an inclusive human rights movement has emerged because some communities, who so often gathered together, began to realise that they were being treated in similar ways just because of who they were, and were seeking similar rights of autonomy, agency, and self-determination. Whilst as a council we recognise the difference between sexual orientation and gender identity, in law as well as in policy and practice, we respond in this report to that collective movement which has significant prominence in Manchester.

1.1 Background

The LGBTQ+ community has made major strides in terms of LGBTQ+ rights; the Gender Recognition Act 2004 and the Equality Act 2010 protects some, though not all, of our community against discrimination. Same sex marriage and LGBTQ+

¹ In the 1990s, lesbian, gay, and bisexual activists adopted the acronym LGB to describe their community — a term that has since expanded to be more inclusive. As society's understanding of diverse sexual identities and gender expressions has grown more inclusive, so has the acronym used to describe them. No term can ever encompass the entire spectrum of gender and sexual expression nor should it. In this report, we use the term LGBTQ+ to pay regard to the individuals and communities who can experience discrimination and disadvantage because of their sexual orientation, gender identity or both, including where they intersect with other forms of discrimination such as race or disability. We do not purport to use the term to define any individual or community, but to reference our role as a local authority in relation to the communities we serve to ensure that public services address the disparities caused by unwarranted bias and discrimination. Where research used in this report is focused on sexual orientation but not gender identity, we use 'LGB+'.

adoption are legal. Section 28 was repealed, and local authorities can talk about LGBTQ+ lives. In the 2021 Census LGBTQ+ people were included for the first time.

However, we still face many challenges, and rights that have been hard fought for can be taken away, as we have seen in the USA with a series of anti LGBTQ+ legislative measures in several states. In Europe, anti LGBTQ+ laws have been passed in Russia and Hungary, and most recently in Uganda. Manchester is a global city and as such must recognise the global impacts of discrimination on our citizens.

The UK was once seen as a pioneer of LGBTQ+ rights, but it is gaining an increasing reputation for regression and in particular trans people, are being positioned as a threat to women's and children's rights and a threat to the protection of wider society. We have seen our ranking in terms of [LGBTQ+ rights slip](#) in the European rankings accessed by [ILGA Europe](#); [LGBTQ+ hate crime](#) has increased; our [Home Secretary has indicated](#) that asylum seekers seeking refuge in the UK due to discrimination related to their sexuality may not be protected under the UN Refugee Convention. So-called gay 'conversion therapy' is yet to be banned and many LGBTQ+ people in England and Wales remain at risk of these harmful attempts to 'cure' them. The UK Government has now [committed to bringing forward legislation](#) in this parliamentary session.

1.2 Our equality commitments

This report identifies specific issues and opportunities where further consideration can be given to 'due regard' in line with the Public Sector Equality Duty, which includes:

- removing or minimising disadvantages experienced by people due to their protected characteristics.
- taking steps to meet the needs of people from protected groups where these are different from the needs of other people.
- encouraging people from protected groups to participate in public life or in other activities where their participation is disproportionately low.

The report builds on the data and insight in [the State of the City annual report](#) and [the Making Manchester Fairer action plan](#) and is structured around the Council's three Equality Objectives. It is also important to note that in 2022 the Council moved a [Notice of Motion](#) that enshrined the principle that trans rights are human rights, and that Manchester will work to ensure it is a place where trans and non-binary people are given equal opportunity.

In this report, you'll find examples of how LGBTQ+ organisations in the city and across Greater Manchester are informing and influencing our policies and practice. The examples shared here are built on strong relationships with such organisations and could not succeed without them. This report presents some of the ongoing work happening in the city and offers ideas for further development following an intersectional approach to our community engagement.

2. Strategic Context

The following subsections briefly summarise the key strategies and plans that aim to make Manchester a more equitable place to live and work.

2.1 Our Manchester Strategy

The [Our Manchester Strategy](#) was refreshed in 2020 to provide a renewed focus on young people, the economy, health, housing, the environment and city infrastructure, through an analysis of five focus areas for the city. Community engagement was embedded into the development of the refreshed strategy: the consultation in 2020 reached almost 3,700 people through a mix of universal and targeted engagement. It asked respondents what priorities Manchester needs to focus on over the next five years to achieve Manchester's vision for being in the top flight of world class cities by 2025. The Our Manchester Forum, a partnership between the Council, other institutions, businesses, and other stakeholders, oversees the Strategy. The five themes are:

- 1) A thriving and sustainable city
- 2) A highly skilled city
- 3) A progressive and equitable city
- 4) A liveable and low carbon city
- 5) A connected city

These themes are reported annually via the State of the City analysis. The OMS is supported by several other strategies which deliver on the specific strategic priorities of the city. For example, these include:

- Work and Skills Strategy
- Housing Strategy
- Climate Change Action Plan
- Children and Young People's Plan
- City Centre Transport Strategy
- Local Plan
- Culture Strategy
- Digital Strategy
- Age Friendly Strategy

2.2 The Council's Corporate Plan

The City Council's Corporate Plan sets out how we will make the Our Manchester vision a reality. It is focused solely on the work of the Council, rather than the work of our partners, and identifies nine corporate priorities that we will focus on. These priorities are underpinned by the Our Manchester Behaviours and an inclusive approach:

- Zero carbon Manchester
- Growth that benefits everyone
- Young people
- Healthy, cared for people
- Housing
- Neighbourhoods
- Connections
- Equality
- Well managed Council

2.3 Making Manchester Fairer

Making Manchester Fairer is the city's new action plan to tackle health inequalities – the preventable gap between people with the worst health and people with the best health over the next five years, and with a view to the long-term. The plan is based on what Manchester's residents and staff from various organisations and agencies have told us in recent years and the evidence of what works from research and experts on health inequalities. Its eight themes are:

- | | |
|---|---|
| 1) Giving children the best start in life | 5) Homes and housing |
| 2) Addressing poverty | 6) Places, environment, and climate change |
| 3) Good work is good for your health | 7) Tackling systemic and structural racism and discrimination |
| 4) Preventing ill health and preventable deaths | 8) Communities and power |

2.4 Manchester's Anti-Poverty Strategy

Manchester's Anti-Poverty Strategy sits within the Making Manchester Fairer plan, focusing on delivering positive changes to tackle poverty in the medium to long term. There are four priorities for Council services:

- 1) Preventing poverty – what we can do to prevent residents experiencing poverty
- 2) Mitigating poverty to make life easier for people experiencing poverty and ensuring their basic needs are met
- 3) Pathways out of poverty – raising people's incomes so they can move out of poverty
- 4) Inclusive and effective delivery ensures that people with lived experience of poverty have a voice in anti-poverty work and that interventions are targeted to ensure we consider inequalities and inequity in how poverty is experienced.

3. LGBTQ+ communities in Manchester

The majority of research and analysis relating to the experiences of LGBTQ+ people is from a national perspective. Subsequent sections in this report use qualitative feedback from surveys and focus groups held with LGBTQ+ community representatives within the city, but except where stated, the statistics and research are generally drawn from national data sets. The Council is committed to improving the data we collect and hold on our workforce and residents who engage with our services. We have recently published our revised data monitoring standards which will enable us to be more consistent in the data we collect, in turn ensuring our analysis of equality data becomes more consistent and comprehensive over time.

3.1 Census 2021 overview

Information on the city's LGBTQ+ population predominantly comes from Census 2021, when residents were asked to self-identify their sexual orientation and gender identity for the first time. The 2021 Census indicates that 6.6% (29,222) of Manchester's population aged over 16 identify as lesbian, gay, bisexual, or other (LGB+). The city remains one of the UK's largest areas for LGBTQ+ resident populations.

Census 2021 was undertaken during the Covid pandemic and lockdown and therefore we estimate that Manchester's Census results are based on a significant undercount of 33,000 people or 6% of residents. The impact of the pandemic created a new set of challenges for delivering a successful and inclusive census, including social distancing, travel and transport, public perception, and respondent behaviour. The Census officially recorded a population of 552,000, whereas the council's own forecasting model (MCCFM) has a much higher number of 585,000. MCCFM brings together a wider range of statistics to give a more accurate prediction of the real population of the city, such as council tax records, housebuilding, university places and GP registrations.

Of particular concern is the apparent reduction in 20–29-year-olds in the city since 2011, which is contrary to local intelligence and will relate to a proportion of the student population. There are higher proportions of LGBTQ+ people in younger age groups and the 25-34 age group remains the largest in the city.

The LGBTQ+ population is likely to be larger than the data shows this is for several reasons; LGBTQ+ people aged under 16 aren't counted, some of those who chose not to respond to questions on gender identity or sexual orientation might well identify as LGBTQ+ in other contexts but didn't wish to share this on the census.²

The ONS provided census forms to households rather than individuals. This means that some people may have had inaccurate sexual orientation or gender identity information recorded for them by someone else in their household. This could affect people who aren't out to the people they live with. However, the Census does demonstrate the further increases in the diversity of the city's population during a decade of rapid change.

We are committed to using all relevant data to better understand the diversity of our communities. This data needs to be reinforced by ongoing, culturally competent approaches to ensuring that marginalised communities, including LGBTQ+ people, can influence the design and delivery of services that meet all our diverse needs.

Nationally, 89.4% of respondents identified as straight or heterosexual. Around 3.2% identified as lesbian, gay, bisexual or another sexual orientation (LGBTQIA+), in Manchester that figure was 6.6%. 93.5% of residents said their gender identity and their sex registered at birth were the same. Nationally around 0.5% said their gender identity and sex registered at birth were different, with 48,000 people identifying as 'trans man' (0.1%) and another 48,000 (0.1) % identifying as trans woman'. 118,000 (0.2%) did not provide a write in response. A further 30,000 identified as non-binary and 18,000 wrote they had a different gender identity. In Manchester those figures were 0.45% (different from registered at birth but not specified) trans man 0.17%, trans women, 0.17%, non-binary, 0.16% and other gender identities 0.07%. (See Manchester data in Table 1).

² We know that people who can experience discrimination are more likely to avoid answering Census and other official data requests for fear of further discrimination. Where there are large unanswered categories, we can expect significant proportions to be made up of people who experience discrimination. We may then be able to say instead that 15.4% of the Manchester population do not positively define as straight or heterosexual, and 8.4% of Manchester residents do not positively define as being in the same gender as that registered at birth.

The Council will use the Census data alongside our own intelligence to help plan services, better understand our population, and use Our Manchester approaches to align services with the communities that they serve.

Sexual orientation	Count	Percent	Gender identity	Count	Percent
Straight or heterosexual	370,576	84.6%	Same as registered at birth (cisgender)	401,445	91.6%
Gay or Lesbian	14,608	3.3%	Different from birth, but not specified	1,988	0.45%
Bisexual	11,782	2.7%	Trans man	751	0.17%
Pansexual	1,853	0.4%	Trans woman	725	0.17%
Queer	429	0.1%	Non-binary	701	0.16%
Asexual	375	0.09%			
All other sexual orientations	175	0.04%	All other gender identities	314	0.07%
Not answered	38,162	8.7%	Not answered	32,034	7.3%
Total	437,960	100%	Total	437,958	100%

Table 1: LGBTQ+ populations in Manchester (Census 2021)

Manchester has a higher-than-average resident LGBTQ+ population compared to both the northwest and England and Wales as a whole; this is true for both sexual orientation and gender identity. For instance, Manchester Central constituency has almost three times as many LGB+ residents as the England and Wales average.

3.2 Quality of life

Feelings of acceptance, comfort and satisfaction will affect our everyday lives. The Government Equalities Office reported in 2018 that LGBTQ+ respondents were less satisfied with their lives than the general UK population, with an average life satisfaction score of 6.48 out of 10, compared to 7.66 for the general UK population. Of the LGBTQ+ population surveyed:

- Gay and lesbian respondents were the most satisfied with their lives (averaging 6.88 out of 10) and the most comfortable being LGBT in the UK (63% scoring comfort as 4 or 5 out of 5)
- Asexual respondents were the least satisfied with their lives (averaging 5.88 out of 10) and the least comfortable being LGBT in the UK (49% scoring comfort as 4 or 5 out of 5)
- Trans respondents were also less satisfied with their lives, scoring their life satisfaction on average 5.40 out of 10; trans respondents were also less likely to feel comfortable being LGBT in the UK, with 37% scoring their comfort as 4 or 5 out of 5, than cisgender respondents, 59% of whom scored their comfort as 4 or 5 out of 5

That said, the most recent research undertaken by the British Social Attitudes (BSA) survey, which marked its 40th year in 2023, has described the transformation in public opinion on many moral and social issues and particularly in attitudes towards same sex-relationships. 50% of respondent said they were 'always wrong' in 1983, compared with 9% in 2022.

The study notes, however, that attitudes towards trans people – recorded only since 2016 - appear to be more volatile, with a more recent sharp decline in public support. The proportion of the British public describing themselves as 'not prejudiced' towards trans people fell from 82% to 64% between 2021 and 2022, when the last survey took place. Similarly, whilst 58% of the British public agreed in 2016 that trans people should be able to have the sex on their birth certificate changed if they wanted, that figure has dropped to 30% by 2022, suggesting an overall gradual erosion in support towards trans rights since 2018. The change may reflect the intense political, public and media discussion on trans rights and inclusion. Women were more likely to express liberal views on trans people - 71% said they were 'not prejudiced' against 57% of men. Among people aged 18-34, the figure was 69%, compared with 51% among over 70s.

3.3 Intersectional approach to LGBTQ+ inclusion

The ways in which different forms of marginalisation, prejudice and oppression can combine in certain contexts – known as 'intersectionality'- have in recent years become more widely acknowledged though still overlooked by many health researchers, policy makers and practitioners. For many working in frontline community services, there is often neither the time nor the resources to consider intersecting vulnerabilities facing, for example, trans young people who have been rejected by their families and are consequently struggling to find somewhere to live, and trans young people from certain ethnic, cultural and/or religious backgrounds are likely to need more help. In addition to the institutional barriers they may face for being trans, it is also fair to assume they experience similar hurdles because of their race. Taking an intersectional approach is essential to understanding the multiple and overlapping structures of oppression, for the LGBTQ+ community members who bear witness to simultaneous experiences of discrimination based on their sex, race and class, sexual orientation, or gender-identity, religion, disability, ethnicity and citizenship status. Whilst LGBTQ+ individuals share some common experiences and protection concerns, failing to disaggregate the ways in which inequalities affects various groups will make it difficult for policy and programming to offer appropriate services.

An intersectional approach to analysis can identify particularities and new challenges. For example, half of Black, Asian and minority ethnic LGBT people (51%) have experienced discrimination or poor treatment from others in their local LGBTQ+ community because of their ethnicity (Stonewall and YouGov, 2018). Three in five Black LGBTQ+ people (61 percent) and four-fifths of older LGBTQ+ people do not trust professionals to understand their culture or lifestyle (Ageing Better, 2018), and just 25% LGBTQ+ people of faith think their faith community is welcoming of trans people (Stonewall, 2018).

Intersectional LGBTQ+ data tells a nuanced story that better reflects the overlapping experiences of peoples' everyday lives. An intersectional approach to data collection

(both qualitative and quantitative) is fundamental to raise awareness, demonstrate where problems exist, challenge misinformation, galvanise communities and hold decision-makers to account. This can only be achieved in a meaningful way, which brings everyone on board, when intersectionality is embedded throughout the life journey of data, from its collection to use for action.

3.4 Education

3.4.1 Qualifications

Census 2021 data shows that LGBTQ+ residents in Manchester are more likely to have higher qualification levels than people identifying as straight or heterosexual, but less likely to have completed apprenticeships. 55% of those identifying as lesbian or gay, and 46% of those identifying as bisexual, have a Level 4 qualification (undergraduate degree) or above, compared to 38% of straight or heterosexual people.

Of those who stated their gender identity as trans, non-binary or other, 40% stated they held a Level 4 qualification or higher. Trans and non-binary people are slightly less likely than cisgender people to state they have no qualifications, with 15% vs 19%, whereas just 6% of LGB+ people had no qualifications.

3.4.2 Young people: sense of wellbeing

The Greater Manchester #BeeWell survey 2021 asked secondary school students to rate their sense of wellbeing, aspirations, and readiness for next steps after school. The survey found that LGB+ young people scored lower averages on life satisfaction measures than straight students and that 50% non-binary young people reported high levels of emotional difficulties. Wellbeing inequalities were found across ethnicity, SEND, caregiving responsibilities, socio-economic status, and age differences, but to a far lesser extent than for sexual orientation and gender identity.

3.4.3 Young people: bullying and harassment

Anti-LGBT bullying and non-inclusive school environments limit engagement with school and can lead LGBTQ+ young people to change their future plans. In school, isolation resulting from a non-LGBT inclusive learning environment, homophobic, biphobic and transphobic bullying and a lack of LGBT-specific support, had a negative impact on participants' mental health, their ability to engage in education, and their plans to continue in post-16 education.

Stonewall's School Report 2017 stated that nearly half of lesbian, gay, bi and trans pupils (45 per cent) – including 64 per cent of trans pupils – are bullied for being LGBT at school. All of these young people described the damaging impact this bullying had on their ability to thrive at school, and on their self-esteem in the long-term. Day-to-day, it often discouraged LGBTQIA+ young people from attending school, leading them to fall behind with their studies.

The government's 2018 National LGBT Survey found that:

- 33% of those in education in the 2016/17 academic year had experienced a negative or mixed reaction from others due to being LGBT, or being thought to be LGBT, for example someone disclosing that they were LGBT without

their permission (21%) and verbal harassment, insults, or other hurtful comments (19%)

- When asked about the most serious incident they had experienced during the 2016/17 academic year, the majority of incidents were perpetrated by other students (885) but 9% were by teachers
- 83% of the most serious incidents experienced by respondents in educational institutions had not been reported, primarily because respondents had considered them too minor, not serious enough or to 'happen all the time', or because they had felt that nothing would happen or change as a result.

Additionally, a 2021 report from UCAS and Stonewall found that nine out of ten LGBTQ+ students applying to university have a positive or neutral experience of the UK education system, with 75% saying this was due to them being accepted by their peers. Students also indicated that they intended to be more open about their sexual orientation and gender identity in higher education, with overall levels of openness increasing from 64% at school to 82% at university or college. However, students identifying as transgender were more likely (17%) to report having a bad experience at school or college, predominantly through bullying. This, coupled with the lower attainment and higher rates of mental health conditions among trans students, highlights the additional issues faced by this group of students at school or college.

3.4.4 The higher education sector

The University of Manchester produces an annual equality report which discusses student sexual orientation and gender identity. In 2021, 12.5% of their UK undergraduate students identified as LGB or another non-heterosexual sexual orientation, 79% identified as heterosexual and 8.6% did not answer. In the same survey 0.6% students identified as trans, with 2.7% not answering. These figures are higher than average for the city as a whole as recorded in the census.

A 2019 Trendence (now Cibyl) report into students' wellbeing found that only 38% of LGBTQ+ people at university say their sexuality is public knowledge, as compared to 93% of non-LGBTQ+ people. LGBTQ+ students from racially minoritised backgrounds were less likely to make their sexuality public at university (30%). 64% of LGBTQ+ students reported experiencing discriminatory remarks, with one in two (56%) experiencing sexual harassment and a third experiencing sexual assault or hate crime.

3.5 Employment

3.5.1 Career development

Census 2021 data for Manchester showed that LGB+ people were more likely to be in employment (57% vs 50%), and more likely to be in management or senior roles and in professional occupations (40% vs 32%). Conversely, people identifying themselves as trans or non-binary were more likely to be in 'elementary' occupations (22%, the largest group), with 13% of cis people and 9% of non-heterosexual people in these occupations. This indicates that greater employment opportunities for LGB+ communities are not translating to wider trans inclusion given that cohort face additional barriers in finding and keeping work (LGBT Health and Wellbeing report,

2021). It may also be useful to explore intersectional employment data by gender, age, and ethnicity.

3.5.2 Bullying and harassment at work

Research undertaken for the CIPD in 2021 found that;

- 40% of LGB+ employees, and more than 50% of trans employees have experienced a form of workplace conflict in the past year – significantly higher than heterosexual workers.
- close to half of trans workers believed that inclusion and diversity training, education and guidance for line managers was inadequate in their workplaces.
- Almost 70% LGBTQ+ workers have been sexually harassed or assaulted at work, many have not told their employer, in some cases due to fear of being outed at work.
- Of those who had experienced harassment at work, 13% reported it related to sexual orientation and 4% to gender reassignment.

A TransActual study in 2021 found that:

- 63% of respondents reported experiencing transphobia while seeking employment, rising to 73% of Black people and people of colour (BPOC) respondents.
- 69% of Black people and people of colour (BPOC) respondents reported experiencing transphobia from their line manager at work, and reported consistently higher rates of experiencing transphobia from colleagues (88% compared to 73% of non-BPOC), friends (81% compared to 69% of (non-BPOC) and family (95% compared to 84% of non-BPOC)
- 80% of non-binary people reported having experienced transphobia from colleagues compared to 73% of trans men and 73% of trans women.

3.5.3 Manchester City Council workforce

The diversity profile of staff at Manchester City Council shows that in 2023, 4.9% of staff identified themselves as LGB+, though the question has been answered by only 66% of staff. This is less than the city's average in Census 2021, which may be due to the lack of adequate data sets or non-disclosure by staff. The Council's Workforce Equalities Strategy includes a focus on workforce demographic targets so that we accurately reflect and represent the communities we serve. A focus on trans awareness has also begun, including the establishment of a Trans Inclusion Working Group (TIWG), which is referenced later in this report.

3.6 Housing

The LGBTQ+ community is over-represented within the statistics for homelessness nationally; Stonewall and YouGov (2018) research into the experiences of over 5,000 LGBTQ+ people across Britain, found that **nearly one in five** LGBT people (18 per cent) – including **25 per cent** of trans people, and **28 per cent** of LGBT disabled people – have experienced homelessness at some point in their lives. In the context of homelessness, we have limited LGBTQ+ data – this is something we are hoping to work on. The Homelessness Better Outcomes Better Lives principle

focuses on ensuring people have equal access to services to help them become more resilient and to move towards independence.

24 percent of the youth homelessness population across the UK identify as LGBTQ+ this means they are overrepresented within this demographic - the same is true in Greater Manchester. The lack of infrastructure and support in place for LGBTQ+ young people cause many to sleep rough. However, the increased vulnerability and exposure to violence and exploitation that can come with sleeping rough, drives many LGBTQ+ young people to seek safety in being invisible in their homelessness, or as it's more widely known 'hidden homeless'. Thus, resorting to sofa surfing; sleeping in bus shelters; using gay saunas and hook-up apps. Hidden homelessness often stems from a deep-rooted mistrust of authoritative figures amongst LGBTQ+ young people because of rejection and abuse experienced at home from parents, relatives, or older siblings. This is highlighted in the fact that 77% of the LGBTQ+ young people supported by akt (the Albert Kennedy Trust) cite familial rejection as the driving force behind their homelessness.

In Manchester, the provision of commissioned supported housing and floating services is tailored to the LGBTQ+ community:

3.6.1 LGBT+ A Bed Every Night Scheme

As part of the A Bed Every Night offer, Manchester has dedicated LGBTQ+ accommodation and support, which is currently the only dedicated LGBTQ+ provision across Greater Manchester. It is therefore in great demand, especially for younger people aged under 30. The service provides an extremely high level of accommodation and support. There are 6 fully furnished 1 bed flats. LGBTQ+ people stay longer than average across ABEN; this is because people are often in a flux point in their lives; sometimes changing gender, and dealing with subsequent ID change, which can take up to 2 years. In addition, people are often experiencing complex emotional change and sometimes trauma in their lives.

Move on is generally to the private rented sector, which can provide challenges for younger people in obtaining guarantors and deposits, and also Riverside step-down properties, who also provide onsite support. Evictions tend to be low and abandonments zero.

3.6.2 Specific support for young people

akt are commissioned to provide a specialist floating support and resettlement service for LGBTQ+ young people aged 16-25 years old in Manchester. The service forms part of our young persons' pathway, working closely with other organisations to provide support for young LGBTQ+ people in supported accommodation services, as well as providing support for young people who are at risk of becoming homelessness, are street homeless or who are living in an unsecure or hostile environment. In addition to the housing-related support they provide, akt also helps to young people to secure safe homes, and access wider training and advocacy services.

3.6.3 The LGBT+ Domestic Abuse Safe Accommodation service

This service has been operating successfully since 2016 and is delivered by the LGBT Foundation. They have access to 6 fully furnished flats that are constantly occupied and are now looking to acquire more properties to start a designated LGBT+ refuge. People using the service have access to one-to-one counselling, group work and holistic therapies to help them recover from the trauma of domestic abuse. They are also supported to find longer term accommodation.

3.6.4 Outreach support services

Manchester has a combination of in-house and commissioned rough sleeping outreach support services. Triage on street outreach includes data collection on sex, age and ethnicity adopting a brief interventions model. Having identified that interactions with people sleeping rough, who often present as both having multiple and complex needs, as well as having a hostility or an aversion to authority figures, the collection of demographic data bases on protected characteristics can be challenging. In the interim, basic details are cross referenced with further demographics/protected characteristics information on a secure database system, which has shared access across the Homeless Partnership with information sharing protocol and GDPR requirements.

As part of the Council's commitment to better understanding of all communities, our new data monitoring standards will also be applied within homelessness services, with utilisation within rough sleeping outreach provision as well.

3.7 Health and care

The evidence that LGBTQ+ people have disproportionately worse health outcomes and experiences of healthcare is both compelling and consistent. With almost every measure we look at, LGBTQ+ communities fare worse health outcomes than others.

The LGBT Foundation's Hidden Figures report (2020) demonstrates that these inequalities persist across a range of issues, including mental health, drug and alcohol consumption, smoking, sexual health, and HIV. Despite these well-documented disparities, many LGBTQ+ people experience barriers to accessing primary care services, ranging from outright discrimination through to supportive healthcare professionals lacking the knowledge or confidence to provide inclusive and equitable care.

The [2017 National LGBT survey](#), with over 108,000 responses, described a situation where LGBTQ+ communities face discrimination, felt their specific needs were not being met, had poorer experience and had major concerns about accessing healthcare that should be a right for all, including the following:

- at least 16% of survey respondents who accessed or tried to access public health services had a negative experience because of their sexual orientation, and at least 38% had a negative experience because of their gender identity.
- 51% of survey respondents who accessed or tried to access mental health services said they had to wait too long, 27% were worried, anxious or embarrassed about going and 16% said their GP was not supportive.
- 80% of trans respondents who accessed or tried to access gender identity clinics said it was not easy, with long waiting times the most common barrier.

The [NHS LGBT+ Action Plan](#) focuses on advice and influence partners to reduce health inequalities, developing inclusive sexual orientation and gender monitoring, developing the evidence base, and education and training.

3.7.1 Primary Care

The 2021 Pride in Practice Patient Experience Survey across Greater Manchester led by the LGBT Foundation through the Pride in Practice Team reflects the wider challenges reported by many when accessing primary care services during the pandemic and, healthcare professionals, should be especially concerned when access and experience worsens for populations that already face significant barriers to healthcare. Similar to what we see in other surveys, experience is significantly worse for trans and non-binary people, with fewer respondents from these groups stating that their GP meets their needs. The picture is also worse for LGBT people of colour and disabled LGBT people with both groups reporting higher rates of discrimination and unfair treatment.

Key findings included:

- 59% of respondents felt their GP met their needs as an LGBTQIA+ person
- 50% of trans people felt their GP met their needs
- 36% of non-binary people felt their GP met their needs
- LGBTQ+ people at Pride in Practice registered GP practices were 18% more likely to say that their GP met their needs compared to people at non-registered practices
- LGBTQ+ people at a Pride in Practice registered GP practices were 12% more likely to report a positive response when sharing their sexual orientation with their GP and more likely to report a very positive response when sharing a trans or non-binary identity with their GP
- People using primary care services displaying a Pride in Practice Award, LGBTQ+ posters or literature are 30% more likely to say those services met their needs
- Across all primary care services, queer, trans and intersex people of colour (QTIPoC) respondents were six times more likely to have experienced discrimination or unfair treatment than white LGBTQ+ respondents
- Disabled respondents were 14% more likely to be regular users of community pharmacies than non-disabled people, and 7% more likely to be registered with a GP practice

3.7.2 Mental Health

A review of studies on mental health issues in LGBTQ+ communities by Mental Health UK found that LGBTQ+ people are more likely to experience poor mental health or a mental illness than those who do not identify as being LGBTQ+. They also found that:

- LGBTQ+ people are at more risk of suicidal behaviour and self-harm than non-LGBTQ+ people
- Gay and bisexual men are 4 times more likely to attempt suicide across their lifetime than the rest of the population
- LGBTQ+ people are 1.5 times more likely to develop depression and anxiety disorder compared to the rest of the population
- 67% of trans people had experienced depression in the previous year and 46% had thought of ending their life
- 13% of those who identify as LGBTQIA+ who are aged 18-24 have attempted to take their own life in the last year

- Young LGBTQ+ adults are more likely to show symptoms of eating disorders
- Symptoms of depression are more common and severe in young people who identify as LGBTQ+
- Of all the common sexual identity groups, bisexual people most frequently have mental health problems, including depression, anxiety disorder, self-harm and suicidality.

Below is some data on the percentage of people in Manchester classed as being disabled under the Equalities Act 2010 by sexual orientation. It shows that people from all sexual orientations other than straight or heterosexual were more likely to be classed as being disabled under the Equalities Act 2010.

	Disabled under the Equality Act 2010	Not Disabled under the Equality Act 2010	Total
Straight or Heterosexual	19.8%	80.2%	100.0%
Gay or Lesbian	23.1%	76.9%	100.0%
Bisexual	32.3%	67.7%	100.0%
All other sexual orientations	35.5%	64.5%	100.0%
Not Answered	21.3%	78.7%	100.0%
Total	20.5%	79.5%	100.0%

Being LGBTQ+ does not cause mental health problems. But some things an LGBTQ+ person may go through can negatively impact their mental health. This includes:

- [Homophobia, biphobia and transphobia](#)
- [Experiences of stigma and discrimination](#)
- [Difficult experiences of coming out](#)
- [Social isolation, exclusion and rejection](#)
- ['Conversion therapy'](#)

Embracing being LGBTQ+ can have a positive impact on someone's well-being. It might mean they have more confidence, a sense of belonging to a community, feelings of relief and self-acceptance, and better relationships with friends and family.

3.7.3 Sexual Health Services

The Northern, at Manchester University Hospitals NHS Foundation Trust (MFT), is now one of the largest providers of sexual health services in England, with access open to anyone to use regardless of their area of residence (or refugee or asylum status). The service is free and confidential and also has responsibility for the provision of Pre-Exposure Prophylaxis (PrEP) to support the work on Fast Track Cities which aims to end new transmissions of HIV within a generation. There is also outreach provision of HIV/STI testing and, provision of HIV/STI self-sampling kits via online offer. 'Onyx' is a dedicated clinic for trans and non-binary people, it is important to note that this is a sexual health clinic not a gender reassignment

service. 'Reach' is the dedicated Chemsex clinic in partnership with Change Grow Live (CGL) who provide drug and alcohol treatment services in Manchester.

The Passionate about Sexual Health (PaSH) service is a strong collaborative partnership between the LGBT Foundation, George House Trust (GHT) and BHA for Equality. PaSH is commissioned by all ten Greater Manchester Local Authorities, with Manchester City Council as the lead commissioner. PaSH also work with other VCSE providers such as Men's Room (who support sex workers) as well as delivering clinical outreach services in conjunction with Northern. There are excellent bespoke community campaigns alongside sexual health promotion services (ie cervical screening promotion to women who have sex with women and trans men).

Finally, GHT continue to provide support for people living with HIV, including peer support and have played such a leading role in the City's response to HIV/AIDS for almost 40 years.

4. Delivering our Equality Objectives

The Council has set three Equality Objectives for our services to support the city in becoming more progressive and equitable. These will be refreshed in 2024. The following sections of this report describe initiatives and collaborations with LGBTQ+ people and organisations across the city, outlining how Manchester is progressing outcomes against each equality objective.

Our objectives are:

1. Knowing Manchester Better

- working with partners and citizens to improve the data we hold about our residents.
- using this data more effectively to build relationships and support community cohesion.
- delivering policies and services which meet everyone's needs.

2. Improving Life Chances

- ensuring that everyone living in Manchester can access the services and opportunities they need
- proactively removing disadvantage and reducing inequalities

3. Celebrating Our Diversity

- using events and initiatives to showcase our city's diversity and the strengths that come from our commitment to equality and diversity

4.1 Engaging communities

To understand the needs and aspirations of the LGBTQ+ communities we serve, officers undertook a limited number of focused conversations with representatives from VCSE organisations working across the city. We intend to continue these discussions as part of an ongoing engagement process with representatives from marginalised communities across the city.

Community representatives were invited to attend sessions in person, online, and through completion of surveys, in order to give feedback and insight into perceptions

of how Manchester City Council supports and engages with the LGBTQ+ community across the local authority area. This feedback is key to providing a sound basis on which to build a wider framework with citizens in the next stages of consultation and evaluation of both the services delivered and commissioned. Four separate sessions were held, incorporating the views and feedback from both a service delivery and policy perspectives.

In the main, community representatives were positive about partnerships the council has built relating to public health, sexual health, and trans healthcare. The council's support for improving GM Police's dialogue with the community was also acknowledged. Events in LGBT History Month, connections with Archives+ and neighbourhood teams were also referenced as demonstrating support for the LGBTQ+ community in the city.

One consistent area of concern from community voices was about the support for and limitations of the Gay Village in the city centre as a safe space for LGBTQ+ residents and visitors. While there is recognition of the historic nature of the area, concerns were highlighted around accessibility (both in the risks of using public transport from other areas of the city and in physical spaces in the area), gatekeeping (experiences of racism in certain venues), safety and hate crime (risk of assault; transphobia from venue staff and other customers), and a lack of variety of spaces available (i.e. the Village is the main destination, but is perceived to be a place for cis white gay men to drink and dance, and feels less welcoming to other LGBTQ+ groups, or those who may want to remain sober).

Due to Manchester's reputation as a welcoming place for LGBTQ+ people, we know that higher numbers try to access housing and homelessness services. The level of available emergency accommodation under A Bed Every Night is not enough for the numbers presenting. Specific feedback of transphobic responses from some staff are concerning and trans inclusion training was recommended as a priority for frontline services.

Another key concern raised by participants was around the continued risk of violence and hate crime, in the city centre and across the city, for LGBTQ+ people going about their lives. The Council's Gender Based Violence work is welcome but there is concerns that intersectional perspectives, particularly the voices of trans and non-binary people, may not be heard.

4.2 Objective 1: Knowing Manchester Better

The indicators for Objective 1 include:

- stronger approaches to community engagement, including co-production built into service development.
- targeted and effective services, with a clear evidence base and shared work with partners
- capacity building for the city's VCSE sector
- a focus on partnership working to support and improve community engagement and involvement.

These indicators fit with the Our Manchester strategic theme of a progressive and equitable city, where 'everyone can thrive at all stages of their life, and quickly and easily reach support to get back on track when needed'.

Some examples of work include:

MCC Trans Inclusion Working Group

An internal trans inclusion working group has been established to support the Council to become a more trans inclusive place, by removing barriers to employment and service provision and redressing disparities in experiences and outcomes for both our staff and for the communities we serves.

The Council recognises the need to for a consistent organisational approach to trans inclusion, which includes developing guidance and a framework to support policy and practice with further engagement work to be undertaken with wider internal and external stakeholders. This work builds on the research commissioned by the council through the LGBT Foundation into trans citizens' lives in the city. The Council has also commissioned training on trans inclusion and awareness with sessions being held for senior leaders across the organisation.

Next steps:

This is an ongoing commitment to making services, facilities, and opportunities as fair and inclusive as possible to all. We are carefully considering how to deliver effective interventions at the right pace, with a focus on understanding and then developing practical solutions to removing bias from systems, structures and processes to tackle the underlying causes of inequalities.

UN Visit on violence and discrimination based on sexual orientation and gender identity (SOGI)

Manchester City Council was invited to present evidence to the United Nations Independent Expert on protection against violence and discrimination based on sexual orientation and gender identity in April of this year. The Independent Expert travelled to England, Northern Ireland, Scotland, and Wales to meet with government officials, political representatives, and civil society organisations working on issues related to the human rights of LGBT persons, and others.

MCC was the only council visited in England. During the visit, the Independent Expert sought to gather evidence on implementation of existing national and international human rights standards to combat violence and discrimination against lesbian, gay, bisexual, transgender and other gender diverse persons (LGBT) people. We provided evidence on the work being done to address inequalities and advance equality for LGBTQ+ people in the city, including presentations from senior leads in public health, strategy, housing, homelessness, health care, community safety partnership and the GM LGBTQ+ Panel.

Next steps:

Interim initial findings have been published, pending a full report to the United Nations in 2024. The Independent Expert highlighted that best practice seems to emerge from partnership approaches. All stakeholders with whom the Independent Expert met in Manchester agreed that the key to all the city's success in a series of health, education, housing, and employment outcomes had been their design, implementation, and evaluation in partnership with civil society organisations, which in turn consider the participation of populations and communities as a fundamental part of their business model: <https://news.un.org/en/story/2023/05/1136567>

4.3 Objective 2: Improving Life Chances

Commitments under this objective also align with the Our Manchester themes of 'a thriving and sustainable city', 'a highly connected city', 'a highly skilled city', and 'a liveable and low carbon city'. Commitments under this objective align with the Our Manchester themes of 'a thriving and sustainable city', 'a highly connected city', 'a highly skilled city', and 'a liveable and low carbon city'. Indicators of progress include:

- ensuring that everyone living in Manchester can access the services and opportunities they need
- proactively removing disadvantage and reducing inequalities

Some examples of commissioned work include:

LGBT Extra Care housing development

Joint working with the Russell Road Community Steering Group of LGBTQ+ people, LGBT Foundation and Great Places Housing Group was undertaken to enable scheme proposals to be taken forward in building and managing the UK's first purpose-built LGBTQ+ majority older person's housing scheme in Whalley Range, south Manchester. The project will deliver more than 100 apartments for people aged 55 or over, with a mix of affordable homes that are as accessible as possible to Manchester people.

Trans Inclusive Training and Toolkit - The Proud Trust

A consultation took place with children and young people, parents, carers and professionals in 2018 to share experiences of being LGBT+ or supporting LGBT+ young people within educational settings. This included giving feedback gaps in support provision as well as in Information, Advice and Guidance services.

Training was then commissioned for education settings in LGBT inclusion, with a focus on trans inclusion and gender identity. Training comprised four sessions delivered by the Proud Trust, covering age groups from nursery provision up to post-16 education. A trans-inclusive toolkit is currently in development, and is scheduled for launch in early 2024, and funding is in place with enough capacity for a launch and training session for each local authority area across Greater Manchester. The format is similar to one adopted in Brighton and Hove but will be bespoke for this region.

Schools are also able to sign up to the Rainbow Flag award, an accredited framework for LGBTQIA+ inclusivity, which has been developed and is managed by The Proud Trust. The development of a trans inclusion tool kit and quality assurance framework will equip school settings to support the development and welfare of young LGBTQ+ people in their progression through their education.

Pride In Practice

LGBT Foundation's Pride in Practice programme develops LGBTQ+ inclusive healthcare through training and recognises best practice with an accredited award.

Pride in Practice is a quality assurance support service that strengthens and develops relationships with LGBTQ+ patients within local communities. The training enables the workforce to better understand the barriers faced by LGBTQ+ communities in accessing services and why there is a higher prevalence of inequalities in health outcomes. The service is commissioned through the LGBT Foundation, and they work with GP practices, dentists, optometrists, and community pharmacies. Originally commissioned to be delivered within general practice in Manchester this is now delivered in Greater Manchester as well as Lambeth, Lewisham, and areas of Essex.

Consultation on the future development of the Gay Village

Working with: Manchester City Council commissioned Hatch consultancy to engage with businesses, residents and members of the LGBTQ+ community about the Gay Village area of the city in 2019, with a view to formulating a vision for future growth and opportunities in this area.

How: The consultation was carried out on multiple platforms. An online survey, face to face meetings and focus groups were held with multiple participants. These included community groups such as Friends of Sackville Gardens, LGBT Foundation and other LGBTQ+ groups operating within the vicinity. The report provided a comprehensive history of the area and involvement of both Manchester City Council and the LGBTQ+ community in activism in the late 20th and early 21st centuries in to achieve equality and challenge discrimination but did not define a forward action plan for the future of the area.

Following the pandemic, the Growth and Development team have recommissioned a consultation to provide an updated version, with a key focus to highlight areas which are within the remit and scope of current deliverables for the Council. Areas such as tree trimming, tree pit maintenance, signage, bespoke litter bins, highways maintenance could all be incorporated into this scope of works and would demonstrate the integral role played by the authority in this area, alongside residential, business and community interests and stakeholders. Other added value would be to identify any space which could be utilised for community groups, and not attached to the nighttime economy. There is potential for an art trail and mural, representing the history of LGBTQ+ activism, and helping to define this unique area of the city.

Learning: Recognition of the need for more diversity in the community feedback, to understand areas of concern as well as identifying barriers to creating more inclusive spaces.

Indigo Gender Service

This is an NHS adult gender service pilot in Greater Manchester, which has been commissioned to provide care that is local, timely and easier to access. Indigo is a partnership between gtd healthcare, a not-for-profit organisation with an established presence of primary care and urgent care services in the northwest, and LGBT Foundation, a national charity delivering services, advice and information for lesbian, gay, bisexual and trans communities. The service has been designed by and for trans communities.

Launched in December 2020, our service is an innovative model of trans healthcare, which is based in primary care. All of our appointments are delivered by our clinical team - GPs, Physician Associate and Specialist Nurses, who are trained in trans healthcare, from practices across Greater Manchester, with additional services being delivered in community settings.

4.4 Objective 3: Celebrating Our Diversity

For this objective, progress indicators include:

- supporting and delivering events that promote the achievements and contributions of our diverse communities
- achieving and maintain the highest standards in meeting the needs of key stakeholder groups

Some examples include:

Neighbourhood Community Development team

The Council's NCD team (previously known as buzz) provide funding and support for local community projects. They explore impact of their work by engaging with people where they live or socialise on the basis on protected characteristics, for example identifying a gap in offering support to LGBTQIA+ people, which then led to work with the LGBT Foundation. NCD Officers carry out opportunistic engagement – a key distinction of their role is that it is their job meet people where they are and to focus on turning conversations (engagement) into activity (projects or connections).

“The massive role that buzz played in the community during COVID-19 has been enormous. Not only their ability to connect with local people on a very human and compassionate level but to also connect the dots and bring people together. The success of the mutual aid group in Ardwick and Longsight sits largely with the magnificent buzz employees” *Cllr Amna Abdullatif, Manchester City Council councillor for Ardwick*

2023 Pride Celebrations

Working with: Manchester City Council has been a significant supporter and stakeholder of Manchester Pride in all of its guises since the first established event in 1985. The 2023 entry to the walking parade attracted over 100 members of staff and elected members, the highest number of participants ever from the Council.

How: As well as visibility within the parade, funding is provided to Manchester Pride as an organisation to support this event, which takes place over the August Bank Holiday each year. In addition, the Council also provided financial support through the Neighbourhood Investment Funding (NIF) to Didsbury Pride in 2022. Support with capacity building and assistance to secure alternative funding for this event in the longer term has been provided by Neighbourhood Offices. Funding was also allocated for Chorlton Pride 2022, although this event was postponed to 2023, owing to the period of national mourning following the death of HM Queen Elizabeth II.

Learning: Council support for LGBTQ+ communities has to be visible and inclusive.

5. Conclusion

Discriminatory practices, legislation and sociocultural norms continue to marginalise and exclude LGBTQ+ people from education, health care, housing, employment and occupation, and other sectors. This environment of exclusion leads to inequalities of opportunity and of access to resources.

Public services in the broadest possible sense should be LGBTQ+ inclusive and acceptable, full stop. All people, regardless of their gender identity or sexual orientation, should be supported to reach their full potential. The Council are committed to addressing inequality and advancing equality in the discharge of our duties.

Social inclusion requires dismantling all structural policies, processes and procedures that excludes sexual orientation and gender identity or expression, and that negates a person's identity. It also requires urgent measures to dismantle the systems of repression that enforce the idea that diversity in sexual orientation and gender identity is somehow harmful to society, that LGBTQ+ people are somehow disordered or that their identities are invalid.

We recognise that we are on a journey and there is more to do because barriers still exist in engaging with LGBTQ+ communities across the city, and thus the influence those communities can have in sharing their voices and developing a trusting relationship with the Council. The case studies and feedback included in this report echo other work done around best practice in effective and culturally competent community outreach and engagement. Some of the opportunities for development and collaboration given here are building on good practice taken from the engagement and co-production projects aimed at other marginalised groups. If services supporting LGBTQ+ people are offered the right support, structures, and funding to incorporate these approaches into their provision, we will be able to offer more targeted, tailored services reaching the right people at the right time.

5.1 Recommendations

Through this report, we have identified areas where further work needs to be undertaken to support our workforce to lead high-quality, culturally competent community engagement work.

- Ensuring we meet the needs of our LGBTQ+ communities by consistently reaching out to engage and involve partners and stakeholders for input and improvement to services and providing ongoing feedback as to the impact of their work with the Council
- Better collection and use of data both quantitative and qualitative to inform decisions and support teams to undertake effective consultation and engagement with LGBTQ+ to improve service design and delivery
- Refreshing the Council's corporate equality objectives for 2024-28 ensuring that LGBTQ+ inclusion is firmly embedded
- Develop a framework for how we engage with communities that enables us to build and maintain trust, improve data and intelligence, embed a consistent approach across our services and workforce

- Improve how we deliver trans inclusive services by developing our organisational approach to trans inclusive policies and practice
- Improve staff awareness and confidence on LGBTQ+ inclusion through education initiatives and development programmes
- Integrating and embedding approaches to intersectionality into how we design, develop, and deliver work for and with our LGBTQ+ communities

The Committee is recommended to:

- (1) consider the progress made to date and comment on the information provided
- (2) support the approaches to working with the LGBTQ+ communities in the city set out

Appendix 1: References

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https://www.stonewall.org.uk/system/files/next_steps_-_what_is_the_experience_of_lgbt_students_in_education.pdf

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In terms of the health, ONS have published 2021 Census data on:

[Sexual orientation by disability](#)

[Sexual orientation by general health](#)

[Gender identity by disability](#)

[Gender identity by general health](#)

Manchester City Council Report for Information

Report to: Communities and Equalities Scrutiny Committee – 10 October 2023

Subject: Review of the Homelessness Strategy, Information on Winter Provision and Equalities Data for the Homelessness Service

Report of: Director of Housing Services

Summary

The report covers three areas of the Homeless Service:

- The Homeless Review and Strategy for comments.
- The requested update on last year's cold weather provision, and the plan for this winter.
- The data and update on equalities as requested by Members.

Recommendations

Members are invited to consider and comment on the report.

Wards Affected: All

Environmental Impact Assessment - the impact of the issues addressed in this report on achieving the zero-carbon target for the city

Good quality and affordable homes reduce carbon emissions.
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Equality, Diversity and Inclusion - the impact of the issues addressed in this report in meeting our Public Sector Equality Duty and broader equality commitments
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The housing disadvantages suffered by some individuals or groups were comprehensively evidenced in the Marmot Report 'Build Back Fairer in Greater Manchester: Health Equity and Dignified Lives'. It has since been acknowledged that housing inequality in Manchester is directly related to the disadvantages suffered by some individuals or groups because of their characteristics.

The work of the Homeless Service in helping people retain their existing accommodation or find alternatives that are affordable to them meets our public sector equality duty and broader equality commitments.

The people sleeping rough in our city are the most vulnerable and marginalised cohort of people in the city and helping them to find dignified and supportive accommodation meets our moral and statutory duty.

Manchester Strategy outcomes	Summary of how this report aligns to the OMS/Contribution to the Strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	Having good quality accommodation will help people to thrive. Reducing the number of people who are homeless or placing them in appropriate accommodation with help to access employment and learning opportunities will contribute to Manchester becoming a thriving and sustainable city.
A highly skilled city: world class and home grown talent sustaining the city's economic success	Having accommodation that people can access, in areas where they have a support network to help them, and their children, into education or employment will help grow talent in the city.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Having good quality accommodation in our communities improves the environment people live in and helps them to make a positive contribution.
A liveable and low carbon city: a destination of choice to live, visit, work	Ensuring properties are a good quality and high standard will reduce the need to heat properties and therefore reduce energy waste.
A connected city: world class infrastructure and connectivity to drive growth	Housing infrastructure is central to Manchester's inclusive growth ambitions.

Full details are in the body of the report, along with any implications for:

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

N/A

Financial Consequences – Capital

N/A

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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.

The Manchester Homeless Strategy:

https://secure.manchester.gov.uk/downloads/download/5665/homelessness_strategy
Neighbourhoods and Environment Scrutiny Committee - 2 December 2020 - Update on Homelessness in the City of Manchester

Communities and Equalities Scrutiny Committee – 21 June 2022 – Homelessness Update

Communities and Equalities Scrutiny Committee – February 2022 – Homelessness Update

Communities and Equalities Scrutiny Committee – 11 October 2022 – Homelessness
Communities and Equalities Scrutiny Committee – 10 January 2023 – An update report on the homeless service.

Communities and Equalities Scrutiny Committee – 20 June 2023 – An update report on the Homeless Service

1.0 Introduction

1.1 The following report is an update report as requested by Communities and Equalities Scrutiny. It consists of three sections:

- The Homeless Review and Strategy for comments.
- The requested update on last year's cold weather provision, and the plan for this winter.
- The data and update on equalities as requested by Members.

2.0 Homeless and Rough Sleeping Strategy 2024-27

2.1 Manchester's existing homelessness strategy covers the period 2018-2023 and expires at the end of December 2023.

2.2 Following an extensive review of the current strategy which included analysis of data and key performance measures that the Council had access to, consultation with the Manchester Homelessness Partnership and wider services across the city, the new Homelessness and Rough Sleeping Strategy has been developed and is now being consulted on.

2.3 It was agreed with all partners that the existing aims and the overarching city-wide vision – to end homelessness in Manchester - must continue.

2.4 The strategy aims to make:

- Homelessness a **Rare** occurrence: increasing prevention and earlier intervention at a community level.
- Homelessness as **Brief** as possible: improving temporary and supported accommodation so it becomes a positive experience.
- Experience of homelessness **Unrepeated**: increasing access to settled homes and the right support at the right time.

2.5 Building on the recent success in reducing rough sleeping, eliminating the use of bed and breakfast for families, and providing more suitable and affordable accommodation for our diverse communities, the strategy places greater emphasis on the impact of homelessness on children and families and tackling inequalities. The strategy also places a strong emphasis on ensuring we maintain a position of placing no families in bed and breakfast accommodation, increasing prevention of homelessness, and reducing the number of placements that are made outside of the boundaries of Manchester.

2.6 The three-year strategy is framed around the four principles of Manchester City Council's Homelessness Transformation Programme (A Place Called Home):

- Increasing prevention
- Reducing rough sleeping
- More suitable and affordable accommodation
- Better outcomes, better lives

- 2.7 The strategy particularly highlights the challenging national context and the key political, social, legislative and economic changes since the publication of the last strategy in which all Local Authority services continue to operate. Local authorities are increasingly faced with rising demand and shrinking resources which are likely to have considerable implications on the use of temporary accommodation and local authority budgets. The cumulative impacts of austerity and the cost-of-living crisis continue to have a persistent adverse effect on the housing market and exacerbate hardship for local communities, especially those with the least resources. Which contributes to the rising numbers in homelessness.
- 2.8 The approach to developing the strategy has been through consultation with the Manchester Homeless Partnership, through both on-line sessions and an in-person morning session dedicated to the strategy. Registered providers, health colleagues and wider statutory and voluntary sector organisations have also had separate consultation sessions which will continue until the 15 October. Residents who are currently living in homeless accommodation will also be consulted. The consultation has asked three key questions on each of the four principles:
- What does the Council need to do?
(Mostly focused on the Homelessness service but involves cross-service involvement)
 - What can partners do?
 - Wider Council services
 - Homelessness partners
 - Statutory Sector
 - Voluntary, Community, Faith and Social Enterprise (VCFSE) sector
 - What does success look like?
- 2.9 These questions will lead to the development of an action plan which will sit under the strategy. This action plan is the most crucial strategy component, as its implementation drives change across the city. To help achieve the outcomes set out in the strategy all partners across the city will have actions within the plan. The plan will be flexible and resilient to the changes that may occur during the course of the strategy.
- 2.10 Although the Council's homelessness service will be responsible for development and administration, the action plan will be owned by all Council services and partners, via the Manchester Homelessness Partnership. It has been agreed that accountability and delivery of actions remains the responsibility of all partners and reporting will be undertaken via the relevant governance structures within the Partnership, e.g. actions and deliverables for health will be monitored by the Health & Homelessness Task Group, and the Partnership Board will hold all partners to account.
- 2.11 During the consultation with partners it has become evident that an additional question will need to be included in the Strategy as there are national issues that have an adverse effect on homelessness but are not within the control of

Local Government or partners. This addition will be ‘What Can the Government do?’ Asks of National Government will include:

- Unfreezing of the Local Housing Allowance
- Lifting of the benefit cap and underoccupancy charge
- Paying the Homeless Prevention Grant in line with the agreed formula
- Allowing people who are seeking asylum the right to work
- Removing the shared room rate for under 35-year-olds
- Ending Section 21, no fault evictions
- Removing the subsidy loss for Local Authorities
- Fund Local Authorities and Registered Providers to build more social rent housing to ease the housing crisis.

2.12 The consultation period of the strategy runs from 18th September 2023 to 15th October 2023. It will go to Executive Committee on the 13th December 2023. The draft strategy is at Appendix 1.

3.0 Rough Sleeping and the Cold Weather Approach during Winter 2022/23

3.1 During winter and severe weather periods people who sleep rough are at greater risk of harm due to extreme cold, wind and wet weather. Local Authorities are expected to work in conjunction with local partners and health to have plans in place to provide assistance and accommodation where required.

3.2 Each winter Manchester City Council, in conjunction with partners, reviews its cold weather response, including the Severe Weather Emergency Protocol (SWEP). The national approach is that SWEP is normally implemented when the temperature is forecast to drop to zero degrees or below for three consecutive nights. However, in Manchester, the agreed approach is that SWEP is implemented when the forecast is for the temperature to drop below zero for one night. This is more generous than the national standard, but in keeping with Manchester’s commitment to the most vulnerable in society. The Council will provide emergency accommodation for anyone sleeping rough when the temperature is below zero.

3.3 Severe Weather Activation 2022/2023

3.4 During the 2022/23 cold weather period, which ran from 1st November 2022 to 31st March 2023, severe weather was activated three times. Details regarding these dates are included in the table below:

	Activation 1	Activation 2	Activation 3
Dates	Wednesday 7 th December to Friday 16 th December 2022	Monday 16 th January to Friday 20 th 2023	Monday 6 th March to Friday 10 th March 2023
Date deactivated	Monday 19 th December 2022	Monday 23 rd January 2023	Monday 13 th March 2023

Number of nights active	13	8	8
Number of people accommodated	128	135	142

- 3.5 In total there were 29 days where the temperature was below zero during the cold weather period, this was spread over three activations.
- 3.6 Verification and night-time outreach
- 3.7 During winter 2022/23 the Council introduced a process of verifying people who were sleeping rough to ensure they were safe, particularly during periods of severe weather. Verification was introduced following an initial period of accommodating people who self-disclosed as being street homeless. However, this led to people who were not actually sleeping rough, but who may have been sofa surfing, or in insecure accommodation options, accessing the service. This resulted in a lack of suitable and available accommodation options for people who were sleeping rough.
- 3.8 Verification was based on interactions with the Outreach Inreach Team and partners and was based on intelligence recorded on GM Think (GM Think is the database on which all interactions with people who sleep rough are recorded). This approach included working with trusted partners and using their intelligence as a flexible approach was required to ensure that people who are known to rough sleep less visibly, including but not limited to, women and young people, were identified, supported and not missed during periods of severe weather.
- 3.9 During the third activation, the Council implemented a night-time outreach offer between 12pm-4am, which was conducted with partners from the Manchester Homeless Partnership. The outreach sessions were targeted throughout the night to ensure anyone seen sleeping rough was encouraged to come indoors. This was very successful and will be used as a basis for this year's approach.
- 3.10 Accommodation Offers
- 3.11 The winter accommodation model was predominantly provided at Etrop Grange Hotel, which has been developed as an off the street offer for people sleeping rough. The scheme consists of 74 bedspaces and can also accommodate dogs, which is a key consideration for some people who sleep rough.
- 3.12 At the beginning of winter 22-23, B&Bs were used extensively, and discussions with partners and people sleeping rough were held in which they stated that this offer was not suitable as people were being accommodated in other towns and boroughs, and so struggled to access prescriptions, social networks and support. Sit-up provision was reintroduced as people stated they preferred this as an emergency offer to being placed in a B&B outside of the city. Sit-up provision was brought online at Etrop Grange and other

commissioned schemes to increase emergency overnight provision in Manchester, and support and assistance was provided by staff to help people to move onto more settled accommodation.

3.13 Proposed Model for 2023/24

3.14 The approach for winter 2023/24 is to build on the learning gained from last winter's model, with the focus on a comprehensive cold weather offer to people sleeping rough. This offer centres around the activation of SWEP when the temperature is forecast to drop below zero for one night or when the MET Office issue a red weather warning alert and there is a risk to life.

3.15 The activation is triggered by Manchester City Council at which point a robust street outreach operation will commence to locate people sleeping on the streets and to provide appropriate off the street accommodation. The night-time outreach will be undertaken between midnight – 4am led by the Outreach Inreach Team and supported by partner agencies. The outreach will target hotspot locations and respond to reports of rough sleeping. This provision plays a significant role in minimising harm to people who might otherwise sleep rough.

3.16 The robust verification process which was implemented last winter will be used in winter 2023/24 to ensure people who are most in need are prioritised for accommodation. The activation of SWEP will be communicated to key stakeholders and partner agencies with at least 24 hours' notice of an activation. SWEP will be stood down by the Council when the temperature exceeds zero degrees.

3.17 Communications approach with the public over winter

3.18 Year-round activity to share our homelessness approach and successes will continue with an emphasis on homelessness prevention, work delivered to reduce numbers in temporary accommodation, especially B&Bs, as well as the support available to help people sleeping rough to build lives off the street.

3.19 However, we recognise that during the colder months the public are particularly concerned about those sleeping rough and our winter communications plan reflect this. The communications approach with the public over winter concentrates on the following three strategic aims:

- To allow the public to understand what the Council, as well as the wider partnership, is doing to tackle and prevent homelessness (including rough sleeping).
- To provide information on the complex nature of why people sleep rough and why it can be difficult to help them to commit to changing their lives.
- To provide the public with information on the best way they can help.

3.20 The Strategic Communications Team works in collaboration with the Manchester Homelessness Partnership (MHP) to communicate to the public what the winter offer is in the simplest terms: Beds and support are available

for people who are sleeping rough in our city, and this is how you can tell us about anyone you are concerned about, so we can help them to come inside.

- 3.21 A proactive joint media release with the partnership will be issued in early autumn to explain how over winter months more people who are sleeping rough are likely to accept help and come inside and share what accommodation and support is available.
- 3.22 The aim this year is to work with our Outreach-Inreach team to share simple anonymous stories of those we are supporting. Similarly, we will aim to work with members of the MHP to support them to do the same via their own social media channels, which the Council will amplify. This not only promotes the support on offer, but it also helps to explain to the public the complexities of homelessness and our shared approach across the partnership.
- 3.23 Finally, it is important for the public to understand how they can help too. Many think that by giving money or materials directly to people who are sleeping rough that they are helping them. In reality, this can often act as a barrier to the individual engaging with support services and accessing help to improve their circumstances.
- 3.24 Advice will include:
- Promoting a range of homelessness organisations and charities across Manchester who request specific items, volunteers, or donations to help fund or support their vital work.
 - Promoting RealChangeMCR, which the council has supported since it was launched in 2016. It is a fund accessed by 29 homelessness charities and organisations who help people who have previously been sleeping rough or are sleeping rough in Manchester with items they need along with ongoing help and support to start a life away from the streets.

4.0 Equalities Data

- 4.1 Manchester is an incredibly diverse city, and this is manifesting in the homeless data. As can be ascertained from the strategy review above, the service is looking back at the previous 5 years data, analysing and understanding the data, to look forward and ensure that the service is fit for purpose in the future.
- 4.2 As Manchester's population continues to change and become more diverse the service also needs to adapt and develop to ensure all parts of our diverse population are well serviced and feel that they can approach the council and that there are not any barriers in doing so.
- 4.3 This is not just about the Homeless Service and Strategy but part of a much broader and longer plan of action in looking at tackling inequality through a Marmot Lens and ensuring the city as a whole works together to remove inequity from our services and a key part of the Making Manchester Fairer Action Plan.

4.4 The equalities data can be viewed in Appendix 2.

4.5 People with an ethnic minority background

4.6 The data shows that there are more people with a minority ethnic background in homeless accommodation than those who are white British. This is due to several factors, including, but not exhaustive of:

- The population in Manchester being very ethnically diverse, and therefore the number of households of an ethnic minority is reflective of the population of Manchester.
- Refugees who have just received a positive decision on their immigration status, but with no other relations or support networks that will help them to access alternative accommodation, are more likely to access homeless accommodation than those with support networks.
- Ethnic minority families often have larger and multi-generational families. They are therefore more likely to be impacted by the benefit cap, and struggle to maintain their accommodation in the current economic climate. This results in more larger families becoming homeless.
- There are also fewer larger affordable properties for them to move into, and so they are more likely to remain in homeless accommodation for longer, thereby providing an accumulative impact on the numbers in homeless accommodation. To put this into context, there were just 26 4-bed homes let in 2022/23 and approximately 1000 households on the social housing register needing this size home.
- In the past year there has been a 68% increase in the number of people identifying as black presenting as homeless due to domestic abuse. This is in comparison to an average increase of 42%. This is an area of concern and a development that we are keen to understand more fully to flex and better target our preventative approach.

Households presenting as homeless due to domestic abuse

Ethnicity	FY 2021/22	FY 2022/23	% change
White	311	447	44%
Asian	128	178	39%
Black	82	138	68%
Mixed	38	53	39%
Other	39	34	-13%
Total	598	850	42%

4.7 In order to address some of the issues manifesting themselves, the Council has bought larger properties to help move some of the larger households into affordable social housing. The Council is also trying to 'rightsize' more properties by encouraging single, mainly older, people who are living in larger properties to move into smaller accommodation that will be more affordable and easier to manage. This subsequently releases a larger property for a

family to move into. A relaunch of this scheme will be happening in the autumn.

- 4.8 The changes to the social allocations policy now means that people can maintain their Band 2 whilst living in private rented sector accommodation. The private rented sector (PRS) team therefore works with the floating support service to help source private rented sector houses to provide more choice if people want to live in alternative accommodation.
- 4.9 The domestic abuse and violence services are being monitored to ensure they are accessible to people who identify themselves as black, as well as Asian and other ethnic minorities. The Saheli refuge is specifically commissioned for people who are experiencing domestic abuse who are black, Asian and minority communities. There is ongoing work to improve referrals through to the Sanctuary Scheme to help people stay in their properties rather than presenting as homeless.
- 4.10 Young People
- 4.11 There are increasingly larger numbers of younger people (18-25) accessing homeless accommodation, which has increased 57% over the previous 5 years. This is as a direct result of the changes to welfare benefits as the welfare benefits for someone under 35 is a shared room rate. Many young people who have had to leave their family home struggle to find accommodation that is affordable on the open market. They also struggle to find landlords who are willing to take the risk of accommodating a young person in comparison to someone who has a history of paying rent. Many young people do not have a guarantor who can sign and pass the appropriate checks to state that they will pay any rent arrears or damage as a guarantee for the landlord.
- 4.12 To minimise the impact on young people there is both in-house and specialist accommodation commissioned for young people which provides support and helps them to become tenancy ready. This consists of 240 bedspaces. There is now a dedicated worker in the commissioning team who will work with supported housing providers to help young people move on from the accommodation once they are tenancy ready. This will create the availability within the supported accommodation for young people with higher needs and improve through flow. The support for care leavers is distinct from this as they are eligible to receive Band 1 on the Social Housing Register.
- 4.13 As part of an increased focus upon prevention, the service is exploring the possibility of developing a home visiting service and potentially a mediation service to help young people remain in the family home for as long as possible.
- 4.14 In order to support young people who are homeless as part of a family group, the homeless service is developing its relationship with schools across the city to help support young people in this time of crisis. The Housing Solutions Service is trialling case panels with Manchester Communication Academy to

discuss a number of households who have indicated to the school that they have a housing issue. The purpose of the panels is to provide efficient, effective advice and information to key personnel in the schools who are best placed to share that with the family in order to expedite a solution to the situation. The learning from this approach will then be transferred to schools in Moss Side and Wythenshawe who have requested similar support. Additionally, a training package and written supporting documentation has been developed between Homelessness and Housing Services to provide support to pastoral staff in some primary schools to develop their knowledge and understanding of how to respond to families with presenting housing issues such as; what to do if a tenant of a social housing provider has an issue; the role of the Local Authority in the prevention of homelessness; what to do if a family are living in a Private Rented property which is in poor condition. This training package is being trialled during October and will be rolled out further following feedback and any required development.

4.15 Older people

4.16 Whilst the number of older people accessing the service has increased exponentially over the past 5 years, this section of the population is the easiest to move into settled accommodation. Working closely with Manchester Move and Registered Providers across the city, single older people or couples who access homeless accommodation are moved into over 55 accommodation blocks and available accommodation in sheltered housing dependent upon their needs. This reduces the length of time they are in homeless temporary accommodation. The average waiting times for social housing are at Appendix 3.

4.17 People with a Physical Disability

4.18 Where a local authority is satisfied that a homeless applicant is eligible for assistance and either homeless or threatened with homelessness, it must complete a 'holistic and comprehensive' assessment of their needs, including support needs. Everyone who is placed into temporary accommodation will have one of these assessments completed in order to determine if they are owed interim accommodation duties under s.188 of the Housing Act.

4.19 The data on support needs in Appendix 2 shows the main support need that gave the reason for priority need. It must be noted that people often have multiple needs, and therefore this does not show a full and comprehensive picture of people's needs. Nevertheless, it shows that there are more people who are presenting with a physical disability than in the past. They are also residing in homeless accommodation for longer. This is for two reasons, firstly because it is difficult to encourage private sector landlords to have adaptations made on their properties; and secondly, because there are not large numbers of adapted properties available as social housing. This is especially difficult for three-bed or larger properties where the family may need a through floor lift or downstairs bed and bathing. It is therefore hard to move people with a physical disability into more settled accommodation.

- 4.20 The Homelessness service has a hospital discharge site that helps support people who are medically fit for discharge, but who need to wait for an adapted property. This currently consists of 22 one bed level access flats. Both Women's Direct Access Centre, and Beechmount, have disabled facilities specifically for women. The service is investing in wet room facilities at the Longford centre to increase the number of people with disabilities who are able to reside at Longford, and the service is in discussion with Riverside to change a bathroom to a wet room to increase the facilities at Willowbank. There is already a fully adapted flat for families in Willowbank.
- 4.21 The Manchester Local Plan for Housing guides development in Manchester. The new plan for the next 10 years is currently being analysed and written. Homelessness is lobbying in the plan for new properties being built to be more adaptable and wheelchair accessible. Both Strategic Housing and Homelessness are working with registered providers to encourage them to build adapted homes as part of project 500 and in their general portfolio.
- 4.22 Mental Health, Acquired Brain Injury, Learning Disability and Autism
- 4.23 There are increasing numbers of people with mental health concerns, acquired brain injury, learning disabilities and autism who are presenting as homeless, or who are sleeping rough in the city. The service is working closely with adult social care and mental health to address some of these concerns through the Enabling Independence Strategy and through the Homeless and Health Task Group.
- 4.24 Lesbian, gay, bisexual, transgender, queer, questioning, intersex, or asexual (LGBTQIA+)
- 4.25 The data shows that, in comparison to the population of Manchester, there are not comparable numbers of LGBTQIA+ people presenting as homeless. This may be because the service is under recording data about these people, but it may also be that LGBTQIA+ people feel that homeless services may not be able to meet or understand their specific needs and they may fear harassment, discrimination or victimisation.
- 4.26 The Council commissions an LGBTQIA+ A Bed Every Night Scheme: this is part of the GMCA funded A Bed Every Night Initiative and provides 6 units of accommodation and support for LGBTQIA+ people in Manchester who are street homeless or at risk of becoming homeless. As well as dealing with immediate support needs, people accommodated are helped to find suitable long-term housing.
- 4.27 The Albert Kennedy Trust is commissioned by the Council to provide support to young people 16-25 who identify as LGBTQIA+. This is pre presentation and therefore will not be reflective in the statistics of people presenting as homeless. The Council also commissions the LGBT Foundation to provide support to LGBTQIA+ individuals across Greater Manchester who have experienced domestic abuse or violence in their relationships. Working with three Registered Social Housing Providers this service has access to 7 fully

furnished flats which provide a safe place for people to stay until they are ready to move on.

- 4.28 As part of the new strategy the service is focusing on making the service more accessible and to improve the experience for LGBTQIA+ people by promoting a culture of inclusion along with a zero-tolerance approach to harassment, discrimination or victimisation. Appropriate training and increased awareness of LGBTQIA+ issues with homelessness staff and housing providers will be provided. The service will also look at how it can become more visibly inclusive, such as using rainbow imagery to denote an LGBTQIA+ friendly place.

5.0 Staffing Equalities

- 5.1 The Service is working hard to build a workforce that is reflective of Manchester's population. Whilst Manchester has an ethnic split of 50/50, the service currently has an ethnic split of 70 white / 30 ethnic minority. The service is taking this into account in its recruitment processes and is actively promoting job vacancies across ethnic minority populations. Examples include the Afghan team, who have been able to recruit 3 Afghans from the Afghan bridging hotels to work in the team.
- 5.2 The service is reflective of both older and younger populations, with 19% of the service between 20-29; and 12% over 60. Although lower than the Manchester disabled population of 17.8%, the percentage of people working in the service who identify as disabled is 10%.
- 5.3 In the 2021 census data, 6.67% of Manchester's population aged over 16 identify as LGBTQIA+. The percentage of homeless service staff who identify as LGBTQIA+ is 10%, although there is an additional 3% unknown and 21% not disclosed.
- 5.4 These statistics show that, although there is a continuing desire to improve our diversity, overall, our staffing is becoming reflective of the population we serve.

6.0 Recommendations

- 6.1 Members are invited to consider and comment on the report.

Appendix 1 - The Homelessness & Rough Sleeping Strategy 2024-2027

Foreword

In Manchester, a place to call home is what we all want for ourselves, our children, and our loved ones. To have the best start in life, a safe, secure and comfortable home in which to live, work and play is an essential part of the human experience that should be available to everyone. Good housing provides the bedrock for good health, good education, good jobs and a good life.

Unfortunately, owing to profound factors, such as the cumulative impact of austerity, COVID-19, the national housing crisis, and the cost-of-living crisis, this is simply not the case for far too many people.

That's why in Manchester we are determined to make homelessness rare, brief and unrepeated, and to do everything in our power – working with partners across the city – to continue our mission to end homelessness.

Building on our recent success in reducing rough sleeping, eliminating the use of bed and breakfast for families, and providing more suitable and affordable accommodation for our diverse communities, we are launching our new Homelessness and Rough Sleeping Strategy 2024–27 for consultation. We want to hear the views of residents, colleagues and partners on how, collectively, we can continue to turn the tide in Manchester.

The strategy is framed around the four principles of Manchester City Council's Homelessness Transformation Programme (A Place Called Home):

- **Increasing prevention**
- **Reducing rough sleeping**
- **More suitable and affordable accommodation**
- **Better outcomes, better lives.**

Our new three-year strategy places greater emphasis on the impact of homelessness on children and families and tackling inequalities. It also places strong emphasis on ensuring we maintain a position of placing no families in Band B, increasing prevention of homelessness, and reducing the number of placements we make outside of Manchester. To help achieve this we are working closely with all our partners, including schools, Early Help and the health service.

Reducing health inequalities is paramount to **Making Manchester Fairer**. There are clear links between housing and health outcomes, and these need to be addressed over the strategy period:

- Poor-quality housing is harmful to physical and mental health and widens health inequalities

- Unaffordable housing contributes to poverty and can lead to homelessness
- Homelessness often results from a combination of events, such as relationship breakdown, debt, adverse experiences in childhood, and ill health.

There are links between housing, homelessness and poverty. We know that poverty in Manchester is distributed unevenly, with certain groups and communities likely to be disproportionately affected. This includes, but is not limited to:

- Communities experiencing racial inequalities, particularly Black, Bangladeshi and Pakistani residents
- Women
- Disabled people
- Older people
- Children and young people
- Residents in certain spatial areas, particularly north Manchester, east Manchester and Wythenshawe.

Manchester services continue to operate in a challenging context. The cumulative impacts of austerity and the cost-of-living crisis have a persistent adverse effect on the housing market and exacerbate hardship for local communities, especially those with the least resources. Together we want to ensure that residents of Manchester have access to services, options and pathways to housing, and the support to make homelessness rare, brief and unrepeated in Manchester.

Vision

The Homelessness and Rough Sleeping Strategy 2024–27 has been developed with the Manchester Homelessness Partnership. All partners agree that the strategy must continue to set out the citywide vision to **end homelessness in Manchester**.

The strategy aims to make:

- Homelessness a **rare** occurrence: *increasing prevention and earlier intervention at a community level*
-
- Homelessness as **brief** as possible: *improving temporary and supported accommodation so it becomes a positive experience*
-
- Experience of homelessness **unrepeated**: *increasing access to settled homes and the right support at the right time.*

A Place Called Home: principles for homelessness

The strategy is framed around the four principles of Manchester City Council's Homelessness Transformation Programme (A Place Called Home):

<ul style="list-style-type: none"> • Increasing prevention 	Access to services is the golden thread that sits across all four principles
<ul style="list-style-type: none"> • Reducing rough sleeping 	
<ul style="list-style-type: none"> • More suitable and affordable accommodation 	
<ul style="list-style-type: none"> • Better outcomes, better lives 	

The four principles capture the breadth of homelessness and rough sleeping in Manchester and are the foundation to meet the aims of the strategy.

A Place Called Home

Homelessness for any period of time can have a devastating impact on individuals and families.

The Council and partners across the city are absolutely committed in their mission to prevent homelessness in all its forms and to ensure residents have a place to call home.

The Homelessness and Rough Sleeping Strategy 2024–27 upholds the principles of A Place Called Home, and the supporting action plan will have a positive impact on our aim to tackle homelessness head on and to support residents to maintain or find a place to call home.

National context

The landscape of homelessness is evolving quickly. Alongside austerity, the following factors have had a significant impact on the increasing number of people who have become homeless nationally:

- The enactment of the Welfare Reform Act 2012, which led to the introduction of Universal Credit
- Changes to welfare benefits, including the under-35 shared-room rate, and the underoccupancy charge
- The introduction of the personal independence payment and the benefit cap.

In addition to these, in Manchester demand outstrips supply, leading to high local market rents that are unaffordable to those on a low income.

The following timeline highlights the key political, social, legislative and economic changes since the publication of the last strategy:

- | | |
|-------------|--|
| 2018 | <ul style="list-style-type: none"> • Homelessness Reduction Act – introduced new legal duties, including the prevention and relief of homelessness and the development of Personal Housing Plans |
|-------------|--|

	<ul style="list-style-type: none"> • Launch of the Rough Sleeper Initiative – key funding programme to reduce incidences of rough sleeping
2020	<ul style="list-style-type: none"> • COVID-19 – led to embargo on evictions, and once lifted led to an increase in the number of homeless applications • Local Housing Allowance – the Local Housing Allowance rates have been frozen since April 2020
2021	<ul style="list-style-type: none"> • Domestic Abuse Act – grants ‘priority need’ to people who are homeless as a result of being a survivor of domestic abuse
2022	<ul style="list-style-type: none"> • Unstable international conflict – has led to an increase in migration to the United Kingdom from Afghanistan, Ukraine and via the asylum route. This has led to increased demand for housing in areas of the country where people want to settle
2023	<ul style="list-style-type: none"> • Renters Reform Bill – proposed Abolition of Section 21, which has still not been implemented, is leading to a rapid rise in homeless applications and Section 21 notices • Asylum case processing – the increasing number of expected asylum seekers will result in a higher number of homeless applications being taken from people given leave to remain. Potentially, this will result in an increase in the number of people sleeping rough with no leave to remain • Supported Housing (Regulatory Oversight) Act – broadly welcomed but capacity and resources are key to delivery.

All of the above – directly or indirectly – have contributed, or will contribute, to the rise of homelessness nationally.

Headline measures for homelessness and rough sleeping over the past five years (31 March 2018 to 31 March 2023) in England* are as follows:

- **Homeless assessments** – the number of households assessed remained relatively stable between 70,000 and 80,000 per quarter
- **Temporary accommodation** – households in all types of temporary accommodation increased by 26%
- **Bed and breakfast placements**
 - Households in bed and breakfast increased by 107%
 - Families in bed and breakfast for more than six weeks increased by 83%
- **Rough sleeping** – the single-night count of people sleeping rough decreased from 2018 to 2021 (partially as a result of ‘Everyone In’), and then increased in 2022 by 26%.

**Different statutory duties apply in Wales and Northern Ireland*

Local authorities are increasingly faced with rising demand and shrinking resources. The following factors have considerable implications on the use of temporary accommodation and local authority budgets:

- Rise in Section 21 notices
- Rising rent levels significantly above LHA rates
- Increased number of families in bed and breakfast and temporary accommodation
- Increased use of out-of-borough placements (and predicted underreporting)
- Loss of privately sourced temporary accommodation to other options (e.g. Home Office asylum use).

Homeless agencies are operating within an incredibly difficult context. The housing challenge has increased, measurable via rising rents and the continued shortage of social and affordable housing. In addition, the cost-of-living crisis has resulted in more contributing factors increasing the risk of homelessness.

Greater Manchester context

Manchester City Council is one of the ten local authorities that together comprise the Greater Manchester Combined Authority (GMCA). Tackling homelessness and rough sleeping is a key priority for all organisations across Greater Manchester. The Greater Manchester Prevention Strategy 2021–26 sets out five important objectives to prevent homelessness and rough sleeping:

1. Everyone can access and sustain a home that is safe, decent, accessible and affordable

2. Everyone leaves our places of care with a safe place to go

3. Everyone can access good-quality advice, advocacy and support to prevent homelessness

4. People experiencing homelessness have respite, recovery and reconnection support

5. Homelessness is never an entrenched or repeat experience

The Manchester Homelessness and Rough Sleeping Strategy 2024–27 pays regard to the Greater Manchester Prevention Strategy 2021–26.

Manchester Homelessness Partnership

The Manchester Homelessness Partnership upholds the vision to deliver real change for homeless people by using the assets of all partners in the city. The Partnership consists of organisations that have personal insight into homelessness:

- Private businesses
- Faith Sector
- Manchester City Council
- Greater Manchester Combined Authority
- Voluntary Sector

- Registered providers
- Charities
- Universities
- Banks
- Schools and colleges
- National Health Service
- Greater Manchester Police
- Greater Manchester Fire and Rescue Service.

The Manchester Homelessness Partnership Board provides leadership, influence, listening and lobbying to help drive the strategy and reduce homelessness across the city. The Manchester Homelessness Partnership Action Groups are designed to actively involve people who are or have been homeless in the planning, design and evaluation of services. The groups cover the following areas:

- Women's Homelessness Involvement Group
- Migrant Destitution Group
- Real Change
- Heritage Group
- Emergency accommodation
- Unsupported temporary accommodation
- Strategy Group
- Prevention Group
- Employment
- Prison leavers
- Business Group
- Mental health
- Innovation.

There is a link between the Board and Action Groups, the regular Council homelessness meetings, and the wider strategic forums, including the Strategic Housing Board, the Health and Homelessness Task Group, and the Homeless Partnership Strategic Advisory Group. There is also a link between the Manchester Homelessness Partnership and Greater Manchester forums, such as the Greater Manchester Homelessness Programme Board and the Greater Manchester Homelessness Action Network.

Key findings from the review of homelessness and rough sleeping in Manchester

The previous strategy covered the period 1 January 2018 to 31 December 2023. Changes in national reporting resulted in choosing a shorter timeframe for the data review for consistency of analysis. Therefore, unless specified, the following review covers data just short of four financial years (1 April 2019 to 31 March 2023). Findings are presented using headline measures for homelessness and rough sleeping, and a section on wider social and economic factors. Further review findings are included at the beginning of each principle for homelessness section.

Homeless applications

Of the local authorities that submitted data to the Government (Department Levelling Up, Housing and Communities – DLUHC), Manchester opened the highest number of homeless applications in England (6,660) between 1 April 2021 and 31 March 2022.

The strategy period has seen an increase in the number of homeless applications in Manchester, with the number of cases owed a duty following that trend.

A person can be owed prevention duty (if they are at risk of homelessness), relief duty (if homelessness cannot be prevented), and main duty (if homelessness cannot be relieved).

Looking at the percentage of homeless applications owed a prevention and relief duty gives more insight into the landscape of preventing homelessness. The following compares Manchester with three Core Cities, as well as the national average.

	Number of homelessness applications	% opened at prevention duty	% opened at relief duty
Birmingham	5,434	29%	71%
Bristol	3,119	19%	81%
Leeds	5,295	69%	31%
Manchester	6,660	41%	59%
England	290,180	48%	52%

The table demonstrates that Manchester opened more cases at the relief duty than prevention duty. Although this is close to the national average, local authorities such as Leeds have much lower figures, showing they have focused more on prevention activities. Manchester is working towards higher prevention outcomes, as this has significantly less impact on families' lives and decreases the Council's reliance on temporary accommodation.

Reasons for homelessness

Manchester reflects the national trend in the reasons for loss of settled home.

The top five are:

1. Family or friends no longer willing or able to accommodate

2. End of private rented tenancy – assured short-hold tenancy

3. Domestic abuse

4. Relationship with partner ended (non-violent breakdown)

5. End of private rented tenancy – not assured shorthold tenancy.

The categories above have remained the same over the period with a slight fluctuation in order. 'Family or friends no longer willing or able to accommodate' has remained at the top of the list, and it increased significantly during the pandemic. 'End of private rented tenancy' cases experienced the greatest change, increasing by 257% from 1 April 2020 to 31 March 2023. Legislative changes in response to COVID-19, including a ban on evictions, resulted in a sharp decrease in 'End of private rented tenancy' being recorded as the reason for homelessness. However, cases have steadily recovered, exceeding pre-pandemic levels, and they are on track to become the top reason for homelessness.

People sleeping rough

The number of people sleeping rough is either counted or estimated by local authorities across the UK between 1 October and 30 November each year. The annual street count for Manchester shows that the number of people sleeping rough has decreased over the course of the previous strategy from 123 people seen bedded down in one night in November 2018 to 58 people seen bedded in November 2022. The last count was a slight increase from 2021 when only 43 people were seen bedded down.

Since November 2020, Manchester has also conducted bimonthly street counts (once every two months). The bimonthly count data shows that rough sleeping fluctuates seasonally – more people are found sleeping rough in the summer and fewer in winter.

Throughout the previous strategy period, around a third of people sleeping rough each quarter have been new to sleeping on the streets. The remaining two thirds are already known to the Outreach Team.

Homelessness: social and economic factors

It is crucial that the review pays regard to the links between homelessness in Manchester and the wider social and economic factors, including:

- There has been a significant increase in Black and Asian households owed a homeless duty (84% and 61% respectively)

- The availability of homes let through the Housing Register has decreased annually since 2018. In 2022/23, around 2,200 homes were let through Manchester Move, compared to 2,850 in 2017/18

- Completions of market and affordable homes in 2022/23 dropped to 1,907, compared to 3,762 in 2021/22

-
- There are no wards in Manchester where average two-bed rents are below the Local Housing Allowance (LHA) rate. Average two-bed rents outside the city centre are £336 above the LHA rate; for three-bed and four-bed properties, the figures are £523 and £718 respectively
-

- The Council's Local Welfare Provision is used for furniture packages, fuel grants and cash grants. Spend increased from £473,900 in 2018/19 to £770,070 in 2022/23.

Increasing prevention

Significantly increasing the prevention of homelessness

Review findings:

Recording the prevention of homelessness across the sector is still relatively new, as the sector has been geared towards recording the number of cases at crisis point.

Analysis of prevention duty discharges resulting in a settled accommodation outcome throughout the last strategy period shows an even split between keeping people in their existing accommodation and finding new accommodation. When new accommodation is found, this is more often in the private rented sector than the social rented sector.

The Accommodation for ex-Offenders (AfEO) programme aims to reduce reoffending and homelessness by supporting ex-offenders who might otherwise become homeless to access the private rented sector. Manchester has the best national AfEO outcomes, with 157 private rented sector outcomes (2022/23).

Increasing the prevention of homelessness is defined as ensuring individuals or families at risk of homelessness can stay in their existing home or make a planned move to alternative accommodation (suitable for a minimum of six months).

The Manchester Homelessness Partnership is committed to significantly increase the prevention of homelessness, which includes:

- Finding suitable solutions for people when they are brought to the attention of services, ideally preventing them from becoming homeless
- Intervening early to mitigate a range of circumstances contributing to homelessness.

Prevention of homelessness is everyone's responsibility

Homelessness manifests in different ways ranging from*:

- Being street homeless
- Being served notice to quit from rented accommodation
- Being subject to violence and/or abuse in the home
- Sofa surfing or being evicted from home.

*Please note this list is not exhaustive

Prevention needs to occur before the issue escalates by identifying households likely to be threatened with homelessness at an earlier stage and offering wide-ranging solutions to address factors that increase the risk of homelessness.

Inequalities need to be removed to improve access to employment, education, training, housing, and health services. This will increase resilience and reduce the number of people requiring homeless services.

What does the Council need to do?

- Provide an accessible Housing Solutions Service
- Provide an effective Housing Solutions Service, fulfilling its legal duties to maximise prevention and relief duties
- Improve awareness of households that are homeless or at risk of becoming homeless, including those that would be most affected.

What can partners do?

- Report and share support needs earlier at the prevention stage
- Increase joint-partnership activity around prevention, starting with a shared approach on supporting individuals
- Improve expectations around homeless prevention, including encouraging a greater uptake of training offered by partners.

How do we measure success?

- Higher percentage of cases opened where homelessness can be prevented
- Higher number of settled accommodation outcomes for cases where homelessness can be prevented
- Higher number of settled accommodation outcomes for cases where homelessness can be relieved.

Increasing prevention spotlight

A short Manchester case study will be developed with partners during the consultation period.

Increasing prevention spotlight

A short Manchester case study will be developed with partners during the consultation period.

Reducing rough sleeping

We will continue our progress to reduce rough sleeping

Review findings:

A key challenge to helping people off the streets is access to mental health and addiction services, because the majority of people sleeping rough suffer from mental health and/or addiction issues.

The number of new people sleeping on the streets has increased, showing the need for early intervention and prevention. The large number of people coming from outside the borough to sleep rough in Manchester reflects the level of support offered in the city.

Around 15% of people seen bedded down were female, and this has remained steady over the last strategy period. However, we know this is likely to be an underestimate, as women are more likely to remain hidden when sleeping rough. The age profile of people found sleeping rough has got younger: the most common age groups are now 25–35 and 35–45 (previously 35–45 and 45–55).

There have been significant changes to how Manchester responds to rough sleeping, including increased outreach work, enhanced partnership working, a new specialised

Funding through the Rough Sleeping Initiative (RSI) is in place until 2025. This provides additional services for people sleeping rough (including specialist support for young people, prison leavers, people with complex support needs, and women), as well as 25 units of emergency and supported accommodation.

As a consequence of the Rough Sleeper Accommodation Programme (RSAP), there are now more than one hundred units of accommodation throughout the city. The programme, which supports people with a history of rough sleeping, provides an alternative to, or step down from, supported accommodation in the form of a tenancy with wrap-around support. Its aim is to help individuals develop the confidence and skills to move into and manage a long-term tenancy.

Successful bids have been made to the Single Homelessness Accommodation Programme, which will fund new long-term supported accommodation for people with a history of sleeping rough who have complex support needs.

May 2023 saw the opening of emergency off-street accommodation dedicated to rapidly accommodate people who are sleeping rough.

Manchester City Council and partners have been working together to improve their understanding of the reasons why people sleep rough for the first time, and what factors may reduce this in order to offer targeted and specialised support. Work to date has identified an increase in the complexity of need for people requiring support, and this has been met by Manchester City Council and partners through closer and more multi-agency work.

What does the Council need to do?

- Maximise coverage of street outreach to find and engage with people sleeping rough
- Wherever possible, make an emergency accommodation offer to people sleeping rough
- As swiftly as possible, find long-term and more suitable housing and support options for people sleeping rough.

What can partners do?

- Ensure good access to social care services that deal with mental health and addiction issues, and wider support services when there are barriers to preventing homelessness or accessing accommodation
- Review policies and practices to ensure evictions from all accommodation services are a last resort
- Look at how good-quality services can be delivered within restricted budgets.

What does success look like?

- A minimal number of people sleeping rough
- People sleeping rough getting the right accommodation and support packages at the right time
- More people moving into sustainable accommodation.

Reducing rough sleeping spotlight

A short Manchester case study will be developed with partners during the consultation period.

Reducing rough sleeping spotlight

A short Manchester case study will be developed with partners during the consultation period.

More suitable and affordable accommodation

Minimising the use of temporary accommodation, reducing out-of-borough placements, and increasing access to settled homes

Review findings:

There is a continued need for temporary accommodation to relieve homelessness while waiting for settled accommodation. Compared to other Core Cities, Manchester has the highest number of temporary accommodation per 1,000 households: an increase of over 50% during the strategy period. However, Manchester is currently reducing the number of people in bed and breakfast accommodation, while other local authorities are increasing it in the current climate.

The number of children in temporary accommodation doubled over the previous strategy period, peaking at 4,424 in January 2023. As of the end of June 2023, the number in Manchester has decreased to 3,830, a reduction of 13% since January 2023.

The current lack of affordable settled accommodation provides a challenge for the sector, resulting in some individuals and families deemed ready to move on being stuck in temporary accommodation or supported housing.

The demand for more suitable and affordable accommodation outstrips current supply in Manchester. There is a particular demand for suitable accommodation to meet the diverse needs of specific client groups, e.g., more adapted homes for people with physical disabilities; supported accommodation suitable to meet the needs of people with learning disabilities and long-term mental health issues where general-needs accommodation may not be a long-term solution; and larger family homes. Manchester is undertaking a citywide Housing Needs Assessment to ascertain the different types, sizes and number of homes needed in the city.

It is vital that the standards of homes are improved across the city. Poor-quality housing is harmful to physical and mental health and widens health inequalities. It is therefore imperative that we work in partnership to ensure all properties (social and private) are of a good quality and are compliant with national standards and guidelines.

When a child is homeless, childhood is suspended – this strategy takes a closer look at the experience of homelessness for children and families. The number of children in temporary accommodation, and in particular bed and breakfast, will be closely monitored throughout the strategy period.

The Council is committed to reducing out-of-borough placements, striving to rehouse individuals and families close to their support networks in Manchester. This is in the context of finding suitable and sustainable accommodation, which poses a significant challenge, particularly for larger families or where people feel unsafe in Manchester. Options are assessed on a case-by-case basis.

Manchester is already making greater use of its private rented sector. The Council has changed the Allocation Policy to allow households to take a private rented sector

property and keep their banding on the housing register, thereby freeing space within temporary accommodation.

The action plan will directly respond to Local Housing Plans and the following Manchester Housing Strategy 2022–2032 principle: ‘Work to end homelessness and ensure housing is affordable and accessible to all’, to ensure activity is aligned between partners in housing and homelessness. The action plan will also align with the Enabling Independence Accommodation Strategy (EIAS), which sets out a partnership approach to improving housing with care and support options to meet people’s needs and better enable their independence.

What does the Council need to do?

- Maximise delivery of new settled and temporary accommodation for homeless people that targets specific support needs where there is currently a gap in provision
- Maintain position of minimised bed and breakfast placements and look at reducing out-of-borough placements
- Make best use of the private rented sector.

What can partners do?

- Make best use of Council assets (land and buildings) as temporary accommodation and supported housing
- Work with registered providers to deliver new housing options for people at risk of or experiencing homelessness
- Create an environment where the Voluntary, Community, Faith and Social Enterprise (VCFSE) sector delivers new housing they can own and manage.

What does success look like?

- Maximising new accommodation to target homeless households with specific needs
- Maximising lettings in the private rented sector
- Where emergency bed and breakfast placements are made for families, it will be for the shortest time possible, and in all circumstances no longer than six weeks.

More suitable and affordable accommodation spotlight

A short Manchester case study will be developed with partners during the consultation period.

More suitable and affordable accommodation spotlight

A short Manchester case study will be developed with partners during the consultation period.

Better outcomes, better lives

Delivering better outcomes and better lives for people of all ages (singles, couples and families) at risk, or those who are homeless.

Review findings:

Where a local authority is satisfied that a homeless applicant is eligible and either homeless or threatened with homelessness, it must complete a 'holistic and comprehensive' assessment of their needs, including support needs.

The top three support needs of people owed a homeless duty in Manchester and the percentage increase since 2018:

1. History of mental health problems: +56%
2. Physical ill health and disability: +103%
3. At risk of or has experienced domestic abuse: +97%

The top three increases in support need recorded:

1. Old age: +225%
2. Care leaver aged 21+: +125%
3. Former asylum seeker: +121%

Manchester needs to build on its understanding of the health needs of people who have experienced homelessness.

Better outcomes, better lives is the homeless sector's response to Making Manchester Fairer. The action plan will ensure a more equitable response to homelessness, focusing on ensuring people have equal access to services to help them become more resilient and to move towards independence. The action plan will address inequality in support and accommodation across both the city and Greater Manchester, helping people to build community and support networks.

There is a wide range of support available for singles, couples and families experiencing various forms of homelessness. This includes, but is not limited to, support for people sleeping rough, as well as those in bed and breakfast accommodation, shared accommodation, hostels, dispersed properties, other forms of temporary accommodation, and their own tenancies.

It also covers advice services and specialist support services. This is delivered by in-house support workers, commissioned providers and partners across Manchester.

Manchester City Council and partners are forming a better picture of residents' support needs. Co-working with Mental Health and Drug Services is already happening; however, evidence shows that further integration of services is necessary.

As part of the A Bed Every Night offer, Manchester has dedicated LGBTQ+ accommodation and support, which is currently the only dedicated LGBTQ+ provision across Greater Manchester. It is therefore in great demand, especially for younger people aged under 30.

Continuity of support with the individual at the centre needs to be improved, as there are often numerous teams involved depending on support needs. The sector must be wary and held accountable, because losing sight of customer journeys can lead to individuals and families being overlooked when supported by other services, creating gaps in their support.

What does the Council need to do?

- Understand the level of wider inequality in Manchester and how this impacts the lives of Manchester residents who are homeless or at risk of homelessness
- Better understand housing-related support needs in Manchester and how this impacts the lives of Manchester residents who are homeless or at risk of homelessness
- Ensure the right accommodation and support is available at the right time for residents, including supported and settled accommodation options and being mindful that some people will never live independently.

What can partners do?

- Ensure people have access to a range of statutory services to make homelessness rare, brief and unrepeated
- Adapt services to reflect the need of Manchester residents and people presenting as homeless in Manchester, to make homelessness rare, brief and unrepeated
- Increase prevention activity to support residents to sustain their existing tenancies, and support their planned move-on where required.

What does success look like?

- More people in sustained and settled accommodation
- More positive move-ons
- Fewer repeat presentations.

Better outcomes, better lives spotlight

A short Manchester case study will be developed with partners during the consultation period.

Better outcomes, better lives spotlight

A short Manchester case study will be developed with partners during the consultation period.

Action plan

The action plan is the most crucial component of the strategy, as its implementation drives change across the city. The action plan is a dynamic document and will change across the full term of the strategy.

Manchester's agreed approach:

The action plan is owned by Manchester City Council (the statutory body) and partners, via the Manchester Homelessness Partnership:

- Manchester City Council – responsible for the development and administration of the action plan
- Manchester Homelessness Partnership – responsible for accountability and reporting (via relevant governance structures)
- All partners – responsible for the delivery of their agreed actions.

Development

All partners have been asked 'What does success look like?' and had discussions about success not always being quantitative, around recording positive outcomes, and about good examples of monitoring.

The Strategy Action Plan will be developed with the Manchester Homeless Partnership and all partners across the city and will be in place by 1 January 2024. We recognise that a lot can happen in three years – that's why we are building flexibility and resilience into our action plan. The table below shows some of the headline measurements the strategy will monitor:

Increasing prevention	<ul style="list-style-type: none"> • Higher percentage of cases opened where homelessness can be prevented • Higher number of settled accommodation outcomes for cases where homelessness can be prevented • Higher number of settled accommodation outcomes for cases where homelessness can be relieved.
Reducing rough sleeping	<ul style="list-style-type: none"> • A minimal number of people sleeping rough • People sleeping rough getting the right accommodation and support packages at the right time • More people moving into sustainable accommodation.
More suitable and affordable accommodation	<ul style="list-style-type: none"> • Maximising new accommodation to target homeless households with specific needs • Maximising lettings in the private rented sector • Where emergency bed and breakfast placements are made for families, it will be for the shortest time possible, and in all circumstances no longer than six weeks.
Better outcomes, better lives	<ul style="list-style-type: none"> • More people in sustained and settled accommodation • More positive move-ons • Fewer repeat presentations.

Appendix 2 - The Equalities Data Table

H-Clic Data Applicants owed a Duty over the last strategy period	2018 - 2019	2019 - 2020	2020 - 2021	2021 - 2022	2022 - 2023	% Change over data set
Total number of households assessed^{1,2}	4324	5317	5839	6666	6548	51%
Total households assessed as owed a duty	4238	5199	5775	6531	6409	51%
Ethnicity of main applicants owed a prevention or relief duty:						
White	2139	2563	3150	3116	2835	33%
Black / African / Caribbean / Black British	1005	1163	1002	1273	1355	35%
Asian / Asian British	466	600	582	785	804	73%
Mixed / Multiple ethnic groups	197	222	271	348	333	69%
Other ethnic groups	335	460	390	538	495	48%
Not known	84	191	369	471	587	599%
Age of main applicants owed a prevention or relief duty:						
16-17	77	132	64	36	53	-31%
18-24	832	1045	1197	1360	1304	57%
25-34	1429	1603	2037	2156	2031	42%
35-44	1030	1261	1315	1602	1605	56%
45-54	632	776	808	934	959	52%
55-64	184	295	284	342	331	80%
65-74	41	74	59	81	109	166%
75+	12	13	11	20	17	42%
Sexual Orientation of main applicants owed a duty:						
Heterosexual		4688	4985	5494	5167	10%
Homosexual (Gay/Lesbian)		109	135	152	130	19%
Other		91	141	122	95	4%
Prefer not to say		308	514	761	1016	230%
Not known		3	0	2	1	-67%
Support needs of households owed a duty:						
History of mental health problems	732	1,021	839	1135	1340	83%
Physical ill health and disability	400	608	455	579	817	104%
Learning disability	98	142	142	202	272	178%

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Appendix 3 - Manchester Move Demand and Prospects Information - The Housing Register

There is currently an extremely high demand for social housing in Manchester with over 15,000 live applications on the Manchester Housing Register.

Please see below for the number of households on the Manchester Housing Register, by their band and the size of property that they need:

Bedroom Need	Band 1	Band 2	Band 3	Band 4	Band 5	Total
1	573	1996	91	3705	140	6505
2	219	2589	50	1937	29	4824
3	98	1286	943	968	22	3317
4	146	597	257	115	2	1117
5	35	119	8	10	0	172
6	15	5	0	1	0	21
7	1	1	0	0	0	2
Total	1087	6593	1349	6736	193	15958

Information correct as at 28/07/2023

Prospects and waiting times

It is difficult to give exact waiting times but see below for average waiting times for different property types. These are showing an upward waiting time:

PROPERTY TYPE	BAND	AVERAGE WAIT IN BAND	NUMBER OF HOMES LET
1 BED	1	7 MONTHS	265
	2	24 MONTHS	332
1 BED 55+	1	9 MONTHS	47
	2	9 MONTHS	116
2 BED NON FAMILY HOMES	1	12 MONTHS	30
	2	14 MONTHS	106
2 BED FAMILY HOMES	1	10 MONTHS	181
	2	30 MONTHS	428
3 BED FAMILY HOMES	1	10 MONTHS	162
	2	40 MONTHS	244
3 BED FAMILY HOMES – 2 LIVING ROOMS	1	21 MONTHS	33
	2	55 MONTHS	9
4 BED HOMES	1	16 MONTHS	13
	2	51 MONTHS	13
4 BED FAMILY HOMES – 2 LIVING ROOMS	1	22 MONTHS	8
	2	IT IS NOT POSSIBLE TO GIVE AN AVERAGE WAITING TIME DUE TO LACK OF AVAILABILITY	3
5 BED FAMILY HOMES		IT IS NOT POSSIBLE TO GIVE AN AVERAGE WAITING TIME DUE TO LACK OF AVAILABILITY	1
6 BED FAMILY HOMES		IT IS NOT POSSIBLE TO GIVE AN AVERAGE WAITING TIME DUE TO LACK OF AVAILABILITY	3

Based on all lets between 01 April 2022 and 31 March 2023

These are average waiting times for the whole city; waiting times can vary between different areas of Manchester.

For 1-bed properties, waiting times can vary depending on your age; the wait for flats with a high age restriction is shorter than that for properties without an age restriction.

No family homes were let to applicants outside of Band 1 and Band 2.

Waiting times for adapted homes may be longer than average due to high demand.

**Manchester City Council
Report for Information**

Report to: Communities and Equalities Scrutiny Committee – 10 October 2023

Subject: Overview Report

Report of: Governance and Scrutiny Support Unit

Summary

This report provides the following information:

- Recommendations Monitor
- Key Decisions
- Work Programme

Recommendation

The Committee is invited to discuss the information provided and agree any changes to the work programme that are necessary.

Wards Affected: All

Contact Officer:

Name: Charlotte Lynch
Position: Governance and Scrutiny Team Leader
Telephone: 0161 219 2119
Email: charlotte.lynch@manchester.gov.uk

Background documents (available for public inspection):

None

1. Monitoring Previous Recommendations

This section of the report lists recommendations made by the Committee and responses to them indicating whether the recommendation will be implemented and, if it will be, how this will be done.

Items highlighted in grey have been actioned and will be removed from future reports.

Date	Item	Recommendation	Action	Contact Officer
6 December 2022	CESC/22/51 Compliance and Enforcement Services - Performance in 2021/22	To request that the Committee receive an update on plans for the new CRM system.	A response to this recommendation has been requested and will be circulated to Members.	Carol Culley, Deputy Chief Executive and City Treasurer
10 January 2023	CESC/23/05 Overview Report	To request that Committee Members be provided with a briefing note on the analysis of the information on Bonfire Night 2022, when this is available.	A response to this recommendation has been requested and will be circulated to Members.	Fiona Sharkey, Head of Compliance, Enforcement, and Community Safety
20 June 2023	CESC/23/23 An update report on the Homelessness Service	That information on where leasing scheme properties will be located in the city be provided once available.	This information will be provided once available.	Nicola Rea, Strategic Lead for Homelessness
20 June 2023	CESC/23/23 An update report on the Homelessness Service	That a future update report on homelessness include explanation as to why high numbers of BAME residents experience homelessness	This information is included in the Homelessness Update report included within this agenda.	Rob McCartney, Assistant Director of Homelessness
18 July 2023	CESC/23/30 Age Friendly Manchester Refreshed Strategy 2023-2028	That the Age Friendly Manchester Strategy delivery plan be provided to a future meeting for consideration.	The delivery plan is currently being taken to a number of groups to agree the final detail and the activity and can be scheduled for consideration at a future meeting once agreed.	Barry Gillespie, Assistant Director of Public Health Dave Thorley, Programme Lead –

			Confirmation of a date will be provided once consultation has ended in late September.	Age Friendly Manchester
18 July 2023	CESC/23/30 Age Friendly Manchester Refreshed Strategy 2023-2028	That Age Friendly be promoted in the Equality Impact Assessments of all committee reports.	The committee report template could be updated to include reference to Age Friendly considerations under the Equality, Diversity and Inclusion section. This will be brought forward by GSSU.	Charlotte Lynch, Governance and Scrutiny Team Leader
18 July 2023	CESC/23/31 Community Events 2023/24	That further information on all CEF-funded events be provided, including how these meet the criteria for funding, their reach and location, and whether these are recurring events.	This recommendation has been accepted and the information will be shared. A further response is awaited as to when this information will be available to share with members.	Mike Parrott, Head of Events Development
18 July 2023	CESC/23/31 Community Events 2023/24	That a further report on community events be provided in 6 months.	It is suggested to bring this report to the committee in February 2024.	Mike Parrott, Head of Events Development
18 July 2023	CESC/23/31 Community Events 2023/24	That information on the geographical reach of events be provided for each event included in future reports.	A response to this recommendation has been requested.	Mike Parrott, Head of Events Development
5 September 2023	CESC/23/35 Communities of Identity	That information on the SEND activities on offer throughout the city over the summer holidays be provided.	This information was emailed to members on 15 September 2023.	Maureen Howell, SEND Engagement and Young Carers Lead
5 September 2023	CESC/23/35 Communities of Identity	That Manchester's performance in respect of Communities of Identity be benchmarked against other Core Cities and shared with members.	This information is included later in the report, under 'items for information'.	James Binks, Assistant Chief Executive

				Sharmila Kar, Joint Director of Equality and Engagement
5 September 2023	CESC/23/35 Communities of Identity	That further information on class as an intersectionality be provided.	This information is included later in the report, under 'items for information'.	James Binks, Assistant Chief Executive
5 September 2023	CESC/23/35 Communities of Identity	That quantified data be clearer in future reports.	This recommendation has been agreed and noted for future reports.	Sharmila Kar, Joint Director of Equality and Engagement
5 September 2023	CESC/23/35 Communities of Identity	That the financial and revenue implications of delivering this work be included in future reports.	This recommendation has been agreed and noted for future reports.	Sharmila Kar, Joint Director of Equality and Engagement
5 September 2023	CESC/23/35 Communities of Identity	That Equality Implications be strengthened within committee reports to highlight how the sufficiency of service provisions within wards are taken into consideration for each report.	This will be progressed with the Equalities team to identify an appropriate way to reflect these considerations in reports going forward.	Charlotte Lynch, Governance and Scrutiny Team Leader
5 September 2023	CESC/23/36 Domestic Abuse and Safety of Women and Girls	That quarterly Performance Bulletins be shared with members.	The latest version of this and the Needs Assessment was circulated to members on 14 September 2023 and future versions will be shared when available.	Ian Halliday, Community Safety Policy Manager
5 September 2023	CESC/23/36 Domestic Abuse and Safety of Women and Girls	That enquiries are made with GMCA regarding data on the time taken for domestic violence incidents to be dealt with by GMP.	A response to this recommendation has been requested.	Ian Halliday, Community Safety Policy Manager
5 September 2023	CESC/23/36	That further information on the specific sports and leisure activities commissioned for women and girls	A response to this recommendation has been requested.	Sam Stabler, Strategic Lead for Community Safety

	Domestic Abuse and Safety of Women and Girls	and the suitable activities available for women and girls in individual parks be provided.		Kylie Ward, Parks Lead
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2. Key Decisions

The Council is required to publish details of key decisions that will be taken at least 28 days before the decision is due to be taken. Details of key decisions that are due to be taken are published on a monthly basis in the Register of Key Decisions.

A key decision, as defined in the Council's Constitution is an executive decision, which is likely:

- To result in the Council incurring expenditure which is, or the making of savings which are, significant having regard to the Council's budget for the service or function to which the decision relates, or
- To be significant in terms of its effects on communities living or working in an area comprising two or more wards in the area of the city.

The Council Constitution defines 'significant' as being expenditure or savings (including the loss of income or capital receipts) in excess of £500k, providing that is not more than 10% of the gross operating expenditure for any budget heading in the in the Council's Revenue Budget Book, and subject to other defined exceptions.

An extract of the most recent Register of Key Decisions published on **2 October 2023** containing details of the decisions under the Committee's remit is included below. This is to keep members informed of what decisions are being taken and, where appropriate, include in the work programme of the Committee.

Subject / Decision	Decision Maker	Decision Due Date	Consultation	Background documents	Officer Contact
<p>Local Authority Housing Fund (LAHF) Project phase 2 (2023/06/27A)</p> <p>To approve capital funding for the acquisition and repair of 10 family homes for people currently being supported under the Afghan Citizen Resettlement</p>	Executive	Not before 27th Jul 2023		Revenue monitoring report	

Scheme and for Temporary accommodation.					
<p>Infrastructure service for the Voluntary, Community and Social Enterprise (VCSE) Sector (2023/09/05A)</p> <p>The provision of a Voluntary, Community and Social Enterprise (VCSE) Sector Infrastructure service for Manchester City Council (MCC) and Manchester Integrated Care System (ICS). It aims to support the continued effective functioning and growth of a safe, sustainable, high quality, diverse, local voluntary, community and social enterprise sector in Manchester.</p>	City Treasurer (Deputy Chief Executive)	Not before 5th Oct 2023		Report and recommendations	Mike Worsley, Procurement Manager mike.worsley@manchester.gov.uk
<p>Review and extension of the Wynnstay Grove Public Spaces Protection Order (PSPO) (2023/07/20A)</p>	Strategic Director (Neighbourhoods)	Not before 18th Aug 2023		Proposed PSPO, Decision Report, Equality Impact Assessment	Sam Stabler, Strategic Lead (Community Safety) samantha.stabler@manchester.gov.uk

Decision whether or not to extend the Wynnstay Grove PSPO.					
<p>Library customer self-service equipment (RFID) and Refresh public PCs (2023/08/09A)</p> <p>To approve capital funding to refresh the district Library public facing IT equipment, directly supporting reading, literacy and digital inclusion and provision which align with Council strategic objectives</p>	City Treasurer (Deputy Chief Executive)	Not before 7th Sep 2023		Capital Checkpoint 4	Andrew Blore, ICT Strategic Business Partner andrew.blore@manchester.gov.uk

**Communities and Equalities Scrutiny Committee
Work Programme – October 2023**

Tuesday 10 October 2023, 2.00 pm (Report deadline Thursday 28 September 2023)

Item	Purpose	Executive Member	Strategic Director/ Lead Officer	Comments
LGBT Deep Dive	To receive a Deep Dive report on LGBT issues.	Councillor Midgley	Fiona Ledden Sharmila Kar	Invite Mark Fletcher, Manchester Pride and representatives of other LGBT groups.
Homelessness	To receive a report on the review of the Homelessness Strategy and information on Winter Provision. To also include further information on equalities.	Councillor Midgley	Dave Ashmore Nicola Rea	See 20 June 2023 minutes.
Community Cohesion Strategy	To receive a report on the Community Cohesion Strategy 'Building Stronger Communities Together'.	Councillor Midgley	Fiona Sharkey Samiya Butt	
Overview Report		-	Scrutiny Support	

Tuesday 7 November 2023, 2.00 pm (Report deadline Thursday 26 October 2023)

Item	Purpose	Executive Member	Strategic Director/ Lead Officer	Comments
Community Safety Strategy 2022-25	To receive a further report at an appropriate time, including the information requested by Members at the meeting on 6 September 2022.	Councillor Rahman	Neil Fairlamb Fiona Sharkey Sam Stabler	See minutes of the meeting on 6 September 2022.
Serious Violence Strategy	To receive a further report, including information on measuring the outcomes of the Strategy, work to tackle the increase in youth violence in north Manchester and disparities across different areas of the city.	Councillor Rahman	Neil Fairlamb Fiona Sharkey Sam Stabler	See minutes of the meeting on 6 September 2022.
Update on the budget position	To receive a report outlining the budget position for 2024/25 and progress in reaching a balanced budget, including preliminary savings and investment options.	Councillor Akbar Councillor Rahman Councillor Midgley Councillor Hacking	Carol Culley Neil Fairlamb	
Overview Report		-	Scrutiny Support	

Tuesday 5 December 2023, 2.00 pm (Report deadline Thursday 23 November 2023)

Item	Purpose	Executive Member	Strategic Director/ Lead Officer	Comments
Our Manchester Fund programmes overview	To receive a comprehensive programme overview to give the Committee an understanding of the programme, some key areas of progress and some coming developments.	Councillor Midgley	James Binks Keiran Barnes	
VCSE Infrastructure	To receive a further report on the VCSE infrastructure contract.	Councillor Midgley	James Binks Keiran Barnes	
Older People	To receive a report on how the Council and partners are working with older people, including tackling social isolation.	Councillor T Robinson	David Regan Philip Bradley	
Overview Report		-	Scrutiny Support	

Tuesday 9 January 2024, 2.00 pm (Report deadline Wednesday 27 December 2023)

Item	Purpose	Executive Member	Strategic Director/ Lead Officer	Comments
Crime and Policing	Following the item considered at the November 2022 meeting, to invite guests from the GMCA, including Deputy Mayor Kate Green, and GMP to attend a future Committee meeting, including asking Chief Superintendent Rick Jackson to provide an update on the communications work, public confidence and how the journey to improvement is going.	Councillor Rahman	Neil Fairlamb Sam Stabler	See minutes of the meeting on 8 November 2022.
Age Friendly Manchester Strategy Delivery Plan	To receive the Age Friendly Manchester Strategy delivery plan.	Councillor T Robinson	Barry Gillespie Dave Thorley Philip Bradley	See minutes of the meeting on 18 July 2023.
Overview Report		-	Scrutiny Support	

Tuesday 6 February 2024, 2.00 pm (Report deadline Thursday 25 January 2024)

Item	Purpose	Executive Member	Strategic Director/ Lead Officer	Comments
Manchester Sport and Physical Activity Strategy	To request a further report including place-based activity across the wards, comparison of different areas of the city, coaching opportunities, the impact of the cost-of-living rise, work to engage people with different protected characteristics, including women, and providing activities to engage young people.	Councillor Hacking	Neil Fairlamb	See minutes of the meeting on 6 September 2022.
Public Sector Equality Duty	To receive an update on the Council's activities to demonstrate compliance with the Public Sector Equality Duty. To include detail on what has worked well and lessons learnt/areas for improvement to drive objectives forward. To also include information on pre- and post-pandemic work.	Councillor Midgley	Fiona Ledden Sharmila Kar	
MCC's Equality Objectives 2024-2028	To receive a report on the development of MCC's Equality Objectives for 2024-2028.	Councillor Midgley	Fiona Ledden Sharmila Kar	
Community Events	To receive an update on Community Events for 2023/24.	Councillor Hacking Councillor Igbon	Mike Parrott	See July 2023 minutes.
2024-25 Budget	To receive a report outlining the budget position for 2024/25 and progress in reaching a balanced budget, including preliminary savings and investment options.	Councillor Akbar Councillor Rahman	Carol Culley Neil Fairlamb	

		Councillor Midgley Councillor Hacking		
Overview Report		-	Scrutiny Support	

Tuesday 5 March 2024, 2.00 pm (Report deadline Thursday 22 February 2024)

Item	Purpose	Executive Member	Strategic Director/ Lead Officer	Comments
Digital Exclusion	To receive a further report on digital exclusion, including financial exclusion.	Councillor Hacking	Neil Fairlamb Neil MacInnes	See March 2023 minutes
Libraries and Archives Report	To receive an update report on Libraries and Archives.	Councillor Hacking	Neil Fairlamb Neil MacInnes	
Making Manchester Fairer	To receive a report on the themes of communities and power and systemic and structural racism and discrimination.	Councillor Midgley	Fiona Ledden Sharmila Kar	
Overview Report		-	Scrutiny Support	

Items To Be Scheduled

Item	Purpose	Executive Member	Strategic Director/ Lead Officer	Comments
Prevent/Radequal	This report sets out our response to the National Prevent Review. To include information on the radicalisation of teenage boys by the far right, and the influence of figures such as Andrew Tate.	Councillor Rahman	Neil Fairlamb Fiona Sharkey Sam Stabler	

Support for People Leaving Prison	To include information on changes to probation services, how ex-prisoners are re-integrated into society and links with homelessness.	Councillor Akbar Councillor Rahman	Neil Fairlamb Sam Stabler Dave Ashmore	
Youth Justice	To be scoped.	Councillor Rahman Councillor Bridges	Paul Marshall Neil Fairlamb Fiona Sharkey Sam Stabler	Invite Chair of the Children and Young People Scrutiny Committee
Advice Services Update	To receive an update report.	Councillor Midgley	Dave Ashmore Nicola Rea	See minutes of the meeting on 10 January 2023.
Migration	To receive a further report at an appropriate time.	Councillor Midgley	Dave Ashmore Nicola Rea	See May 2023 minutes.
Safety of Women and Girls	To receive a report on the safety of women and girls, including the work and projects being undertaken to promote this across the city and how these are funded.	Councillor Midgley	Sam Stabler	See September 2023 minutes.

4. Items for information

CESC/23/35 - Communities of Identity – Recommendation: That Manchester’s performance in respect of Communities of Identity be benchmarked against other Core Cities and shared with members

Data are from the 2021 Census. Comparators are presented for the England-based Core Cities.

Religion

- A third of ‘all usual’ Manchester residents (c.179,000 people) stated in the Census that they have 'no religion': this is below the mean average across the Core Cities (37%)
- Manchester has the second largest proportion of residents (c. 123,000 individuals, 22.9% of usual resident population) who are Muslim across the Core Cities: only Birmingham has a larger proportion of usual residents who are Muslim (29.9%).

Religion	Nottingham		Liverpool		Newcastle upon Tyne		Bristol, City of		Birmingham		Leeds		Sheffield		Manchester	
	Absolute Number	Percent of usual resident population	Absolute Number	Percent of usual resident population	Absolute Number	Percent of usual resident population	Absolute Number	Percent of usual resident population	Absolute Number	Percent of usual resident population	Absolute Number	Percent of usual resident population	Absolute Number	Percent of usual resident population	Absolute Number	Percent of usual resident population
Total: All usual residents	323,630	100.0	486,088	100.0	300,126	100.0	472,465	100.0	1,144,917	100.0	811,953	100.0	556,521	100.0	551,938	100.0
No religion	133,403	41.2	142,994	29.4	122,485	40.8	242,864	51.4	276,327	24.1	326,231	40.2	241,556	43.4	179,037	32.4
Christian	112,200	34.7	278,330	57.3	124,009	41.3	152,126	32.2	389,406	34.0	343,311	42.3	214,136	38.5	199,873	36.2
Buddhist	1,671	0.5	2,128	0.4	1,352	0.5	2,710	0.6	4,340	0.4	2,874	0.4	2,215	0.4	3,219	0.6
Hindu	5,403	1.7	3,802	0.8	4,212	1.4	3,545	0.8	21,997	1.9	9,217	1.1	3,759	0.7	6,048	1.1
Jewish	941	0.3	1,807	0.4	573	0.2	1,228	0.3	1,687	0.1	6,267	0.8	649	0.1	2,632	0.5
Muslim	39,540	12.2	25,756	5.3	26,896	9.0	31,776	6.7	341,811	29.9	63,054	7.8	57,044	10.3	122,962	22.3
Sikh	4,110	1.3	641	0.1	1,449	0.5	2,247	0.5	33,126	2.9	10,047	1.2	927	0.2	2,718	0.5
Other religion	2,263	0.7	1,991	0.4	1,281	0.4	3,546	0.8	6,367	0.6	3,637	0.4	2,635	0.5	2,736	0.5
Not answered	24,099	7.4	28,639	5.9	17,869	6.0	32,423	6.9	69,856	6.1	47,315	5.8	33,600	6.0	32,713	5.9

Sexual Orientation and Gender Identity

- Manchester has the highest proportion of all usual residents aged 16 and over who stated that they were Gay or Lesbian (3.3%, c. 14,600 residents).
- Manchester has the second highest proportion of all usual residents aged 16 and over who stated that they were Bisexual (2.7%, c. 11,700 residents).

- However, 8.7% (c.38,000 residents) of all usual residents aged 16 and over in Manchester chose not to answer this question: this is a greater proportion than seen in Newcastle, Liverpool, Leeds, and Sheffield.
- Manchester a slightly higher proportion of usual residents aged 16+ whose gender identity is different from the sex registered at birth than the majority of the Core Cities (c. 2,000 residents, 0.5%). 7.3% of residents (c.32,000) did not answer this question.

Sexual orientation	Nottingham		Newcastle upon Tyne		Liverpool		Bristol, City of		Birmingham		Leeds		Sheffield		Manchester	
	Absolute Number	Percent of usual resident population	Absolute Number	Percent of usual resident population	Absolute Number	Percent of usual resident population	Absolute Number	Percent of usual resident population	Absolute Number	Percent of usual resident population	Absolute Number	Percent of usual resident population	Absolute Number	Percent of usual resident population	Absolute Number	Percent of usual resident population
Total: All usual residents aged 16 years and over	264,323	100.0	248,450	100.0	403,028	100.0	389,708	100.0	889,624	100.0	658,470	100.0	456,250	100.0	437,960	100.0
Straight or Heterosexual	225,477	85.3	217,008	87.3	354,781	88.0	333,008	85.5	779,054	87.6	582,244	88.4	401,537	88.0	370,576	84.6
Gay or Lesbian	4,757	1.8	5,497	2.2	8,587	2.1	8,568	2.2	11,968	1.3	12,229	1.9	7,395	1.6	14,608	3.3
Bisexual	6,742	2.6	5,725	2.3	7,511	1.9	12,020	3.1	11,258	1.3	12,656	1.9	9,018	2.0	11,782	2.7
Pansexual	891	0.3	842	0.3	1,173	0.3	1,928	0.5	2,527	0.3	2,022	0.3	1,562	0.3	1,853	0.4
Asexual	302	0.1	241	0.1	266	0.1	435	0.1	468	0.1	502	0.1	445	0.1	375	0.1
Queer	154	0.1	151	0.1	192	0.0	496	0.1	322	0.0	387	0.1	257	0.1	429	0.1
All other sexual orientation	83	0.0	100	0.0	74	0.0	202	0.1	261	0.0	166	0.0	147	0.0	175	0.0
Not answered	25,917	9.8	18,886	7.6	30,444	7.6	33,051	8.5	83,766	9.4	48,264	7.3	35,889	7.9	38,162	8.7

Local Authority	Total		Gender identity the same as sex registered at birth		Gender identity different from sex registered at birth but no specific identity given		Trans woman		Trans man		All other gender identities		Not answered	
	Absolute Number	Percent of usual resident population aged 16+	Absolute Number	Percent of usual resident population aged 16+	Absolute Number	Percent of usual resident population aged 16+	Absolute Number	Percent of usual resident population aged 16+	Absolute Number	Percent of usual resident population aged 16+	Absolute Number	Percent of usual resident population aged 16+	Absolute Number	Percent of usual resident population aged 16+
Nottingham	264,322	100.0	239,353	90.6	1,010	0.4	369	0.1	411	0.2	502	0.2	22,677	8.6
Newcastle upon Tyne	248,450	100.0	230,587	92.8	939	0.4	351	0.1	358	0.1	517	0.2	15,698	6.3
Liverpool	403,028	100.0	375,804	93.2	1,332	0.3	461	0.1	463	0.1	517	0.1	24,451	6.1
Bristol, City of	389,708	100.0	360,274	92.4	1,145	0.3	466	0.1	440	0.1	1,169	0.3	26,214	6.7
Birmingham	889,623	100.0	807,422	90.8	4,168	0.5	1,327	0.1	1,405	0.2	924	0.1	74,377	8.4
Leeds	658,471	100.0	613,810	93.2	2,086	0.3	781	0.1	779	0.1	1,108	0.2	39,907	6.1
Sheffield	456,249	100.0	423,911	92.9	1,526	0.3	550	0.1	524	0.1	857	0.2	28,881	6.3
Manchester	437,958	100.0	401,445	91.7	1,988	0.5	725	0.2	751	0.2	1,015	0.2	32,034	7.3

Ethnic Group

Manchester has a significantly higher proportion of non-white British residents (51.3%) than Nottingham, Newcastle, Leeds, Liverpool, Bristol and Sheffield but lower than Birmingham (57.1%)

Detailed ethnic group	Nottingham		Newcastle upon Tyne		Liverpool		Bristol, City of		Birmingham		Leeds		Sheffield		Manchester	
	Absolute Number	Percent of usual resident population	Absolute Number	Percent of usual resident population	Absolute Number	Percent of usual resident population	Absolute Number	Percent of usual resident population	Absolute Number	Percent of usual resident population	Absolute Number	Percent of usual resident population	Absolute Number	Percent of usual resident population	Absolute Number	Percent of usual resident population
All usual residents	323,635	100.0	300,127	100.0	486,088	100.0	472,467	100.0	1,144,922	100.0	811,953	100.0	556,523	100.0	551,938	100.0
Bangladeshi	2,223	0.7	7,248	2.4	1,917	0.4	2,616	0.6	48,232	4.2	5,876	0.7	4,258	0.8	9,673	1.8
Chinese	4,263	1.3	5,382	1.8	8,841	1.8	5,466	1.2	12,487	1.1	8,117	1.0	7,393	1.3	12,644	2.3
Indian	11,515	3.6	7,304	2.4	6,251	1.3	8,302	1.8	66,519	5.8	21,087	2.6	6,798	1.2	14,857	2.7
Pakistani	21,684	6.7	8,753	2.9	3,673	0.8	9,064	1.9	195,102	17.0	31,405	3.9	27,671	5.0	65,875	11.9
Other Asian	8,532	2.6	5,441	1.8	7,085	1.5	5,821	1.2	33,044	2.9	12,018	1.5	7,440	1.3	12,060	2.2
African	18,740	5.8	8,555	2.9	12,709	2.6	18,149	3.8	66,822	5.8	32,211	4.0	18,237	3.3	47,858	8.7
Caribbean	9,339	2.9	340	0.1	1,493	0.3	6,803	1.4	44,718	3.9	7,889	1.0	4,647	0.8	10,472	1.9
Other Black	4,136	1.3	1,026	0.3	2,762	0.6	2,938	0.6	14,220	1.2	5,276	0.6	2,628	0.5	7,563	1.4
White and Asian	3,363	1.0	2,600	0.9	3,662	0.8	5,556	1.2	13,130	1.1	7,410	0.9	5,214	0.9	6,149	1.1
White and Black African	2,129	0.7	1,378	0.5	4,157	0.9	2,621	0.6	4,680	0.4	4,294	0.5	2,431	0.4	5,992	1.1
White and Black Caribbean	10,129	3.1	915	0.3	4,127	0.8	7,714	1.6	25,119	2.2	10,028	1.2	7,524	1.4	9,987	1.8
Other Mixed or Multiple ethnic groups	3,442	1.1	2,027	0.7	4,934	1.0	5,225	1.1	12,276	1.1	5,656	0.7	4,535	0.8	6,898	1.2
English, Welsh, Scottish, Northern Irish or British	185,580	57.3	223,567	74.5	375,785	77.3	338,452	71.6	491,211	42.9	595,737	73.4	414,698	74.5	268,572	48.7
Irish	2,360	0.7	1,895	0.6	6,826	1.4	4,288	0.9	16,964	1.5	6,892	0.8	2,750	0.5	9,442	1.7
Gypsy or Irish Traveller	269	0.1	332	0.1	501	0.1	273	0.1	686	0.1	878	0.1	341	0.1	597	0.1
Roma	1,130	0.3	1,031	0.3	1,169	0.2	966	0.2	1,833	0.2	1,610	0.2	2,456	0.4	883	0.2
Other White	24,091	7.4	13,177	4.4	24,162	5.0	39,163	8.3	45,914	4.0	36,684	4.5	19,971	3.6	34,138	6.2
Arab	3,673	1.1	4,175	1.4	8,312	1.7	2,540	0.5	19,196	1.7	5,980	0.7	8,956	1.6	15,028	2.7
Any other ethnic group	7,037	2.2	4,981	1.7	7,722	1.6	6,510	1.4	32,769	2.9	12,905	1.6	8,575	1.5	13,250	2.4

CESC/23/35 - Communities of Identity – Recommendation: That further information on class as an intersectionality be provided

We are limited in our ability to provide analysis based on ‘class’: there is no single measure of ‘class’, definitions are related to socioeconomic status, and it is not a ‘protected characteristic’. The NS-SEC is the most widely validated measure of ‘social class’: based on the Nuffield Class Schema, individuals are assigned to a group based on their occupation and employment status. It is therefore a way of distinguishing between people working in ‘routine or semi-routine occupations employed on a ‘labour contract’ on the one hand, and those working in professional or managerial occupations employed on a ‘service contract’ on the other’ (Reference: [A New Model of Social Class? Findings from the BBC’s Great British Class Survey Experiment](#)). NS-SEC does not capture the social, cultural, and wider contextual dynamics and processes which contribute to the general understanding of ‘class’.

The National Statistics Socio-economic Classification (NS-SEC) “indicates a person’s socio-economic position based on their occupation and other job characteristics” (reference - [ONS](#)). Categories are assigned based on an individual’s occupation, whether employed, self-employed, or supervising other employees. Full-time students are recorded in the ‘full-time students’ category, regardless of whether they are economically active. Census 2021 took place during a period of rapid change: these classifications are therefore a reflection of that point in time a ‘snapshot’. ONS indicates that – due to the timing of the Census – care must be taken when using Labour Market data for planning purposes.

	Nottingham		Newcastle upon Tyne		Liverpool		Bristol, City of		Birmingham		Leeds		Sheffield		Manchester	
	Absolute Number	Percent of usual resident population	Absolute Number	Percent of usual resident population	Absolute Number	Percent of usual resident population	Absolute Number	Percent of usual resident population	Absolute Number	Percent of usual resident population	Absolute Number	Percent of usual resident population	Absolute Number	Percent of usual resident population	Absolute Number	Percent of usual resident population
Does not apply	59,310	18%	51,675	17%	83,060	17%	82,757	18%	255,296	22%	153,483	19%	100,271	18%	113,980	21%
L1, L2 and L3: Higher managerial, administrative and professional occupations	21,358	7%	29,472	10%	35,473	7%	61,263	13%	83,255	7%	88,318	11%	53,794	10%	47,624	9%
L10 and L11: Lower supervisory and technical occupations	12,018	4%	11,015	4%	18,638	4%	17,002	4%	40,497	4%	32,001	4%	21,847	4%	17,588	3%
L12: Semi-routine occupations	27,814	9%	25,174	8%	45,856	9%	37,927	8%	99,975	9%	68,796	8%	52,669	9%	42,574	8%
L13: Routine occupations	38,671	12%	28,209	9%	53,271	11%	44,234	9%	112,776	10%	78,284	10%	55,737	10%	52,982	10%
L14.1 and L14.2: Never worked and long-term unemployed	28,219	9%	28,121	9%	51,137	11%	26,458	6%	143,540	13%	57,147	7%	44,550	8%	57,390	10%
L15: Full-time students	61,009	19%	46,880	16%	59,628	12%	52,175	11%	116,270	10%	78,109	10%	61,180	11%	76,856	14%
L4, L5 and L6: Lower managerial, administrative and professional occupations	35,308	11%	39,393	13%	65,566	13%	78,452	17%	135,380	12%	125,302	15%	80,586	14%	69,601	13%
L7: Intermediate occupations	22,236	7%	23,963	8%	44,207	9%	39,249	8%	87,182	8%	76,039	9%	48,458	9%	40,779	7%
L8 and L9: Small employers and own account workers	17,690	5%	16,223	5%	29,251	6%	32,948	7%	70,747	6%	54,475	7%	37,429	7%	32,563	6%
Total	323,633	100%	300,125	100%	486,087	100%	472,465	100%	1,144,918	100%	811,954	100%	556,521	100%	551,937	100%

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