

Manchester City Council Report for Information

Report to: Resources and Governance Scrutiny Committee - 11 October 2018

Subject: Delivering Equalities Through the Council's Spending Decisions, Decision Making and Monitoring Processes

Report of: Deputy Chief Executive and City Treasurer

Summary

This report provides the Committee with an overview of the organisation's governance arrangements for equalities as part of the Council's planning and decision making processes. The report provides some examples of how having equality considerations at the heart of the Council's decision making process has made a difference to Manchester communities, and cites examples of how data analysis is used to highlight areas for action. The report goes on to set out a schedule of ongoing work to further strengthen the Council's approaches in this area, supporting the relevant recommendations from the 2018 peer review of equalities as part of the Council's Equality Framework for Local Government re-accreditation.

Recommendations

Members are recommended to consider and comment on the contents of this report.

Wards Affected: All

Alignment to the Our Manchester Strategy Outcomes (if applicable)

Manchester Strategy outcomes	Summary of how this report aligns to the OMS
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	The Council's spending decisions, decision making and monitoring processes collectively seek to further the aims of the Our Manchester strategy against all of its outcomes. Work here aligns in particular to the progressive and equitable strand of the Strategy.
A highly skilled city: world class and home grown talent sustaining the city's economic success	
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	
A liveable and low carbon city: a	

destination of choice to live, visit, work	
A connected city: world class infrastructure and connectivity to drive growth	

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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.

- Women and the Economy, *Economy Scrutiny Committee*, 1 March 2017
- Refreshed Budget and Business Plans - Equality Impact Assessments (EIAs), *Communities and Equalities Scrutiny Committee*, 1 February 2018
- Equality Objectives 2016- 2020, *Communities and Equalities Scrutiny Committee*, 1 March 2018
- Our Manchester Voluntary and Community Sector (VCS) Funding, *Communities and Equalities Scrutiny Committee*, 24 May 2018
- Workforce Equality, *Resources and Governance Scrutiny Committee - Human Resources (HR) Subgroup*, 4 October 2018

1. Introduction

- 1.1 The Council has sought to mainstream equality considerations across its spending, decision making and monitoring processes by developing a governance model that has regard for equality at every stage. This approach seeks to ensure that safeguarding equality in the exercise of Council functions is a well managed, integrated and shared responsibility across the organisation to both fulfil the relevant legal requirements and further the Council's stated equality objectives.
- 1.2 The quality assurance measures that wrap around this governance model aim to ensure that equality is considered at every stage from budget setting to service delivery, with an increasing amount of specificity as proposals are refined. This approach allows the Council to adjust how its decisions are implemented to prevent adverse impacts on particular Manchester communities where necessary.
- 1.3 The monitoring data that services gather is routinely analysed to assess, amongst other things, the extent to which residents are able to equitably access the Council's services and the degree to which they are receiving an equitable service provision. Where possible, this data highlights specific areas of concern or risk for specific protected groups.

2. Equalities Governance in the Budget and Business Planning Process

- 2.1 The Council has developed a clear governance model to ensure that equality considerations form an integral part of its spending decisions. The Council's Medium Term Financial Plan 17/18 - 19/20 (reported to Executive on 7 February) states the corporate commitment to have due regard for equality in the decision making process. This commitment is echoed across the five Directorate budget plans within the 'Impacts on Residents, Communities and Customers' section, which set out a high level assessment of potential differential impacts on communities arising from the proposed activity. - These high level assessments of impact are addressed in more detail within the reports' Equality Delivery Plans (EDPs). The EDP enables the Council to show due regard for equality throughout the business and budget planning process. Using the EDP, Directorates detail:
 1. Their key equality activities over the preceding 12 months as a demonstration of delivering equality impacts
 2. A schedule of activities and priorities for the business planning period, aligned to the Council's equality objectives (*Appendix 1*) of;
 - a. Knowing Manchester Better
 - b. Improving Life Chances
 - c. Celebrating Our Diversity
 3. Whether and where the Directorate's proposed activities over the planning period are anticipated to have an impact on equalities in general or specific protected characteristics in particular (these impacts could be positive or negative)

- 2.2 In support of point three above, the EDPs also set out where an Equality Impact Assessment (EIA) is likely to be required. EIAs are the Council's primary tools for ensuring due regard for equality in the exercise of its functions. EIAs provide an opportunity for a greater level of analysis of impacts for different identity groups arising from a proposal, and enable Directorates to build in mitigation to avoid an adverse impact if this is required.
- 2.3 An annual report summarising the Council's equality considerations in the budget and business planning process and the associated EIAs is considered by the Communities and Equalities Scrutiny Committee each March. This year, the Committee also received the draft schedule of budget EIAs at its February meeting with a view to identifying specific EIAs for scrutiny during the year.
- 2.4 It is important to note that the EIAs that are included in EDPs are those that have been identified as linked to the Directorates' business and budget planning at the time of developing the plans. They do not comprise a definitive list of all EIA activity, with additional analyses identified as part of business as usual activity. - This work is supported through the oversight of the Corporate Equality Champions Group, a strategic equalities forum chaired by the Deputy Chief Executive and attended by heads of service across Directorates, and supported by Directorate level Equality Forums.
- 2.5 The Council's governance model around equality considerations in the budget and business planning process was considered as part of its peer review against the Equality Framework for Local Government (EFLG) in June 2018, which resulted in a re-accredited at the framework's 'Excellent' level. Whilst recognising this achievement, the review team also identified some areas for improvement which are now being progressed and are outlined in more detail below. Whilst not an explicit recommendation from the EFLG reviewers, one area of work implicit within the final report was the need for more analysis of any potential cumulative impact on equalities across Directorate budget plans and thought will be given as to how this is progressed as part of the current budget round.

3. Equitable Decision Making in Practice

- 3.1 A number of pieces of work in recent months have demonstrated the extent to which an embedded approach to equality considerations has been instrumental in informing planning and decision making processes within the Council. The short case studies below highlight how this has enabled decision makers to reduce impacts on specific Manchester communities.

Social Value and Ethical Procurement

In producing its Social Value Toolkit for Suppliers in 2017, the Council outlined what it is seeking to achieve for Manchester's residents and neighbourhoods through social value across its commissioning and procurement processes, and the 20% weighting given to this area in decision making. This means all companies and organisations bidding for City Council contracts have to give

social value serious thought, including an explicit requirement to promote equity and fairness. The Ethical Procurement Policy aims not to alter the commissioning and procurement processes, but to ensure that as part of these processes, the Council gives consideration to the wider impact of the service's delivery. It allows the Council, for example, to choose a supplier under a tendering process who not only provides the most economically advantageous service, but one which goes beyond the basic contract terms and secures wider benefits and improvement to the lives of Manchester's diverse communities.

Our Manchester VCS Funding Programme

The development of the Our Manchester VCS (OMVCS) Funding Programme sought to align the Council's approach to voluntary and community sector (VCS) funding with the Our Manchester principles, whilst simultaneously maintaining a financial commitment to the sector at a time when many authorities have been forced to reduce it. The programme funds a large number of activities that have implicit equality impacts, either for specific groups in Manchester or by more cross-cutting themes (i.e. mental health). The EIA of the OMVCS programme funding decisions identified that there was additional support, both with regard to funding and capacity-building, required by a number of organisations delivering services to South Asian residents. Transition funding was subsequently identified for 12 months to provide financial continuity to the groups and to work with them to build their capacity, thereby improving the outcomes of the people using their services. In addition, a special focus was applied and, in consultation with officers and Elected Members, it was identified that there were a number of geographical gaps in the OMVCS funding programme. Work is underway to strengthen some of the existing organisations operating in the defined areas and to work with communities, officers and local Members to assess the feasibility of establishing new organisations to address the geographical gaps.

Extra Care Housing

Extra care housing is an accommodation based service that is similar to traditional sheltered housing where people living in schemes have their own flat and are responsible for their own tenancy whilst being able to access flexible care and support services if they want to. Each scheme has a dedicated care team based on site 24 hours a day. The aim of extra care is to provide flexible and responsive services that enable older people to stay independent and stay where they live if their care needs change. The EIA of Extra Care Housing provision in Manchester highlighted that there were some issues related to residents' sexual orientation, in particular that LGBT residents are less likely to 'come out' in extra care settings and that subsequently, it was likely that extra care was not catering for Manchester LGBT people's needs. This has promoted service-wide measures to ensure that LGBT-appropriate services are delivered across the extra care stock, but more compellingly, it strongly supports the case for an LGBT extra care housing scheme in Manchester, which the Council is actively pursuing.

4. Equalities Learning and Development

- 4.1 In order to ensure that decision making in the Council is fully cognisant of equality considerations, it is important that the governance arrangements above are supported and implemented by a workforce that has a strong awareness of and confidence in equality, diversity and inclusion matters. A report on Workforce Equality was considered by the Resources and Governance Scrutiny Committee - Human Resources (HR) Subgroup at its 4 October 2018 meeting. The report details the Council's current position on equalities-related learning and development and its related workforce diversity priorities; Members are encouraged to consider this report's contents.

5. Monitoring and Analysis

- 5.1 The Council works with its partners to monitor and understand equality of access to services and equality of outcomes in terms of quality of life and access to opportunities. This is considered within the State of the City report which tracks progress towards the city's vision for 2025 through analysing changes in performance indicators linked to the vision of the Our Manchester Strategy and considering the economic, social and policy changes that have influenced them. The Communities of Identity report builds upon this by considering how the changes and developments in the city described in State of the City are experienced differently by different communities of identity in Manchester, with the next Communities of Identity report scheduled for release before the end of 2018. At a local level, the online Intelligence Hub enables self-serve access online to the indicators included in State of the City presented at ward and neighbourhood level supporting consideration of how factors affecting quality of life and economic sustainability vary across Manchester. - A practical example of how this analysis has identified an impact within a specific community of identity is provided below.

Outcomes for 50-64 year olds

Examples of the impact of this analysis include the attention drawn to the comparatively poor economic and health outcomes for a cohort of the city's population aged between 50-64 described in the State of the City Report for 2018. One in four people of this age receive an out-of-work benefit and one in four have no formal qualifications, compared to 1 in 10 as the national average in both cases. Furthermore healthy life expectancy in Manchester is around 54.5 years, which shows that many people of this age will experience poor health as well as poor work outcomes. This has been highlighted at the Our Manchester Investment Board and the Our Manchester Leaders' Forum as a key area for partners in Manchester to work together to address.

- 5.2 In addition to the above, the Council produces a number of products that support ongoing monitoring against key measures. These include the Welfare Reform dashboard, which tracks how welfare reforms have impacted on different people and different neighbourhoods in the city, and the Economy Dashboard which includes metrics related to the health of the economy and skill and work outcomes for people in Manchester. - These products enables

the Council and its partners to access detailed intelligence to inform, for example; targeted funding, support, advice, and communications with residents.

Universal Credit

The Council's monitoring and analysis has supported communications with residents affected by the Benefit Cap, which has particularly affected areas such as Harpurhey, Moston and Moss Side. A number of challenges with the roll out of Universal Credit (UC) mean that negative impacts are being felt by an increasing cohort of residents. The detailed analysis which the Council conducts in this area means it has a vital evidence base both with which to work with partners to target mitigating action where possible, and to lobby government for improvements to the system.

A key element of this evidence base is the statistics on the disproportionate amount of rent arrears which have been accrued by social housing tenants receiving UC, compared to housing benefit. Elements of the UC system design which contribute to this include the payment being made monthly in arrears, and delays in receipt of initial payments. To supplement this further a number of ad hoc pieces of analysis are carried out throughout the year to provide insight into barriers to achieving the city's vision, and how they can best be addressed.

Women

Analysis has also been carried out for Economy Scrutiny Committee on women and the economy, and this has been built on through analysis provided to the Committee's October meeting on payment of the Real Living Wage and how payment of this differs for men and women in part-time and full-time work. The research and evidence base behind the Council's Family Poverty Strategy highlights challenges and inequalities experienced across the city, and where in the city they are most keenly felt. This made a clear case for action. As part of its strategy implementation, the Council engages with Anchor Institutions and Partners to promote sustainable work as a route out of poverty, which includes the ask that key employers in the city commit to paying at least the Real Living Wage.

6. Next Steps

- 6.1 As noted above, the EFLG peer review in June 2018 recognised the Council's continued excellence in equalities. However, a range of areas for improvement were also identified within the final report received in July. - This included a number which specifically relate to governance and data analysis. The relevant recommendations from the 'knowing your communities' and the 'leadership, partnership and organisational commitment' strands of the EFLG assessment are summarised below:

Knowing Your Communities

1. Gain even more and richer information about emerging communities by carrying out some "deep dive" data and intelligence gathering exercises which will help to discover what the up and coming challenges are e.g. gang

violence and mental health.

2. Improve data to understand the changing profiles and needs of the city's newer communities.
3. Improve systems and arrangements for sharing and using data sets with partners.
4. Support the senior leadership team look at some equality data in more depth when determining priorities, such as around work and skills.
5. Ensure greater integration of equalities into performance management; focusing on addressing the barriers that people face from those groups of people who disproportionately experience inequalities (such as in health or education) is more likely to drive up performance.

Leadership, Partnership and Organisational Commitment

6. Draw a better alignment between the Council's equality objectives and its corporate objectives and make the connection more explicit. There needs to be a dual focus with "Our Manchester" mainstreaming the way inequalities are tackled alongside a focus on specific inequalities with key equality performance indicators (KPIs) that are really stretching.
7. In order to ensure that the city's prosperity is shared by everyone, including disadvantaged groups and communities, draw closer alignment between the Inclusive Growth agenda and both the corporate and the equality objectives.
8. Build organisational confidence / competence around stating which groups are actually affected by inequality and advocate a more contemporary equalities dialogue; review cultural competency tools as a way to build confidence about talking about equality issues.
9. Online survey methods alone are not securing a balanced perspective and some alternative statistically sampled surveys by telephone or face to face might be needed to allow those who are less digitally able to have their say.
10. The Council might consider setting up some sort of sampled representative citizen panel although we appreciate that these do take time and resources to set up and maintain. Supplementing this with qualitative research through focus groups would help to capture the voices of people from some under-represented groups.

6.2 The Equalities Team are currently developing an action plan to take forwards the full set of EFLG recommendations, with officer level oversight to be provided by the Equality Champions group. The above actions specifically will be co-owned by the Equalities team within HROD and the Performance, Research and Intelligence Service.

6.3 As part of the annual update on equality performance to the Communities and Equalities Scrutiny Committee an update will be provided on the EFLG recommendations as well as the Directorate Equality Action Plans and scheduled EIAs.

7. Conclusions

7.1 The Council's governance arrangements around equality in planning and decision making processes have been reviewed as part of the EFLG peer

review and have been found to be fit for purpose, contributing to the re-accreditation at the 'Excellent' level. The Council is clear though, that it sees excellence as an ongoing objective and acknowledges the scope to strengthen these measures further.

- 7.2 The breadth and depth of analysis available using the Council's monitoring and measuring processes is considerable, and provides valuable insight into some of the City's emerging and most prominent priorities. The data does, in several instances presented here, provide for analysis of specific issues affecting specific groups of people. However, it is recognised that in some areas, the data gathered does not allow for a 'deep dive' into specific communities of identity and the Council continues to work across relevant service areas to strengthen this data. - These areas and others will be progressed as the Council addresses the areas of consideration arising from its EFLG peer review.