

Manchester City Council Report for Information

Report to: Communities and Equalities Scrutiny Committee - 8 October 2024

Subject: Making Manchester Fairer – Communities and Power and Tackling Systemic and Structural Racism and Discrimination

Report of: Director of Communities and Joint Director of Equality, Inclusion and Engagement

Summary

This report will update on the progress made on the themes 'communities and power' and 'systemic and structural racism' of the Making Manchester Fairer strategy which launched in October 2022.

Recommendations

The Committee is recommended to:

1. Consider and comment on the information contained in this report
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Wards Affected: (All Wards)

Environmental Impact Assessment - the impact of the issues addressed in this report on achieving the zero-carbon target for the city	The Homes and Housing theme of the Making Manchester Fairer strategy aims to take action on improving housing and to create safe, warm and affordable homes.
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 systemic and structural racism and discrimination theme aims to gain an understanding how race inequity operates within a system and how these impacts on health outcomes. If participants can understand the population of Manchester, this will help to make appropriate informed decisions. The programmes have been designed to create a more inclusive work practice and services. The programmes provide participants with the safe space to collaborate on planning and improving delivery.

Manchester Strategy outcomes	Summary of how this report aligns to the Our Manchester Strategy/Contribution to the Strategy
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	<p>There is a recognition that Covid-19 has had a disproportionate impact on certain communities in our city. In delivering Making Manchester Fairer we will address the health inequalities that have been exacerbated by the Pandemic and the Cost of Living Crisis.</p> <p>The plan, sets out how we will build on the strengths of Manchester as a city and the amount of work that is already taking place to improve lives for residents, reflecting the OMS outcomes:</p> <ul style="list-style-type: none"> • A Progressive and Equitable City : We will strive to create a truly equal and inclusive city, where everyone can thrive at all stages of their life, and quickly and easily reach support to get back on track when needed. • A highly skilled city: world class and home grown talent sustaining the city's economic success • A liveable and low carbon city: a destination of choice to live, visit, work
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	

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

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

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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.

Making Manchester Fairer, Tackling Health Inequalities in Manchester 2022- 2027 – Health Scrutiny Committee, 12 October 2022

1. Introduction

1.1 The Making Manchester Fairer (MMF) action plan is Manchester City Council's five-year action plan aimed at reducing health inequalities in Manchester by addressing the social determinants of health. It is a bold, ambitious plan that aims to close the gap in healthy life expectancy and tackle health inequalities, and to pave the way for a fairer and more inclusive city that is representative of its communities. The plan focusses on the eight key themes of:

- Early years; children and young people;
- Poverty, income, and debt;
- Work and employment;
- Prevention of ill health and preventable deaths;
- Homes and housing,
- Places, transport, and climate change;
- Systemic and structural racism and discrimination
- Communities and power

This paper will focus on the themes of; **Communities and Power** and **Tackling Systemic and Structural Racism and Discrimination**.

1.2 Whatever place we happen to live in, the communities we belong to support and nurture our health. Connected communities, where people feel valued and involved in decisions that affect them and have a greater sense of control over their daily lives, are good for health and wellbeing and improving health equity.

1.3 Communities may be groups of people living in the same place or people that share a common identity or experience. Creating the conditions for individuals and communities to be empowered is essential for a long-term approach to addressing inequalities.

1.4 Systemic discrimination and racism leads to poor health in a number of ways. Communities that experience racial inequality, and other marginalised groups, are also more likely to experience socioeconomic disadvantage. Some communities are also less likely to have access to a range of services and opportunities because of structural and systemic discrimination. This in turn impacts on areas such as employment, housing, education etc.

1.5 Experiences of racism and discrimination (individual, institutional and systemic) can also be a psychosocial stressor which builds over time with long-term impacts on health and wellbeing – for example, everyday discrimination has been linked to heart disease, infant mortality, mental illness, substance misuse and life expectancy.

1.6 The actions outlined in the plan in relation to these themes aims to support communities to thrive both through the way we work and engage with communities but also to ensure that the way we deliver services and work with communities is free of prejudice and discrimination. A multi-faceted approach will be important and will need to be supported by a number of enablers that

will help inform and support the changes that are required to reduce the inequality gap within the city. Enablers that will be important include data and insight, a skilled and knowledgeable workforce and robust communication and engagement.

2. A changing city

2.1 Manchester has seen significant population growth over the last 20 years. The 2021 Census estimated that the resident population for Manchester on Census day was 552,000 and tells us that the proportion of usual residents identifying as being from an ethnic group other than white British has increased from 40.7% in 2011 to 51.3% in 2021. The proportion identifying themselves as being from an Asian ethnic group has increased from 17.1% to 20.9% and those identifying themselves as being from a Black ethnic group has increased from 8.6% to 11.9%. At the next level of specificity, the largest absolute increases between the 2011 and 2021 Census were in the Census categories of people from Pakistani communities (increase of 22,971), and all African communities (increase of 22,140).

2.2 The population varies widely across Manchester's neighbourhoods. The wards with the highest proportions of Black, Asian and Ethnic Minority populations are Longsight (77%), Moss Side (75.8%), and Cheetham (73.3%). The wards with the lowest proportions are Woodhouse Park (18.5%), Brooklands (19.2%) and Didsbury West (19.3%). The school Census further demonstrates this rate of change among younger age groups in the city:

- In 2023, 62% of primary school pupils were of ethnicities other than 'white', compared to 58% in 2018
- 63% of secondary school pupils were of ethnicities other than 'white' in 2023, compared to 55% in 2018

2.3 The proportion of people identifying themselves as Christian decreased from 48.7% to 36.2% and those identifying as Muslim has increased from 15.8% to 22.3%. The proportion identifying themselves as having 'no religion' rose from 24.7% to 32.4%

Note: The 2021 Census was undertaken during the COVID pandemic so may not be a full count of people usually resident in Manchester. The Council's in-house modelling estimates suggest that as many as 33,000 residents may be missing from the Census data.

2.4 Manchester is the only city outside London to have residents in each of the 90 listed ethnic groups in the census with over 200 languages spoken here. The city also has a much younger population than other major towns and cities with nearly 50% of the population under 25 and around 40% of these are likely to be multilingual.

2.5 Our changing population needs to be embedded in how we commission and deliver services across the organisation and with partners. We also need to

develop the skills, knowledge, and expertise of our workforce to engage and involve residents from all communities as well as implementing anti-racist and anti-discriminatory practices both on a systemic and individual level.

3. Communities and Power

- 3.1 It is well recognised that connected communities that feel empowered to act, participate and influence decisions contributes to their health and wellbeing. This workstream brings together key stakeholders from within and outside of the organisation; we know that a system wide approach is required to have true impact in this area. There are a number of core actions that have been highlighted in the plan; these aim to bring together activities that are already underway alongside new pieces of work that will help strengthen our approach to engaging, working with and involving communities across the city. Key work areas include:-

Community Engagement Maturity Assessment

- 3.2 High quality community and resident engagement is an important part of delivering the Making Manchester Fairer action plan and vital to our success as a Council and City. Our commitment is to continually *“evaluate how effective our ways of working in neighbourhoods are at achieving this, analyse for gaps and strengthen the approach to achieve our overall objectives”*.
- 3.3 As part of building our understanding of our effectiveness and what the organisation may need to consider in terms of engaging with communities, an assessment of the maturity of community engagement within the city has taken place. Through the work of the Council and its partners, there is continual interaction with different residents, communities and groups across the city. The type of interaction can vary as can the quality and approach to engagement. This assessment seeks to highlight the strengths and weaknesses to the city’s approach to engagement . This will allow us to create a framework that will support the building of community power activity in the city. The ambition is that this framework is embedded across the organisation and wider Manchester system meaning that each service understands what good engagement looks like and will be able to draw on the right tools and support to achieve this. This will support our role in promoting community power and collaboration.

The assessment took place earlier this year and involved a number of different inputs. This included

- Desktop research, including review of strategies and action plans.
- Focus groups and observations. This included teams within the council including teams across neighbourhoods, city policy and corporate functions as well as external partner organisations. Examples include housing providers, VCSE organisations, young people and Health

The analysis revealed that community power features prominently in city plans and strategies and that the council is committed to a wide range of activities to support the strengthening of community power.

This analysis was then used to feed into a design session to determine a set of quality standards that will help strengthen and guide our work in the area over the next period.

However, whilst this recognition of intent is acknowledged, the analysis revealed there is more to do with each of the standards to ensure we are fully achieving each one.

The draft quality standards are:-

- **Vision & Strategy:** we understand why and how we are building community power in Manchester.
- **Participation:** we ensure citizens and communities have the power to shape the places and services they care about.
- **Leadership:** we are champions for community power.
- **Culture & Mindset:** we are people-oriented, pragmatic, open and collaborative.
- **Partnerships:** we build deep connections and work in collaboration with communities.
- **Resources:** we invest time and money promoting community power.
- **Data & Insights:** we gather and share knowledge to increase the power of citizens and communities.
- **Skills & Learning:** we are confident and building our capacity in community power.
- **Equality, Diversity, Inclusion, & Anti Racism:** we reflect our diverse communities and uplift the voices of those seldom heard.

- 3.4 The assessment outlines how well established our work is for each of these standards, from which an action plan and appropriate governance arrangements is being established.
- 3.5 The premise of Making Manchester Fairer is to make change across the wider Manchester system. This work has involved and included colleagues not only from within the Council but also VCSE organisations and partner organisations such as housing providers.
- 3.6 To test out whether these standards are right and fit for purpose four Community Power Pioneers have been established to work through and develop a way of working that uses the quality standards to strengthen and develop their approaches to engaging and developing community power with residents in the city. This includes two MCC services (Neighbourhood Teams and HR), a partner organisation (Mosscare St Vincent) and a place (Cheetham). This work is at an early stage but the purpose of this will be to catalyse action that strengthens community power in the long term. Doing this through different lenses will help not only strengthen our approach but also allow us to work through gaps in our approach.

- 3.7 Over the coming months we will
- Develop a toolkit to promote best practice in terms of building community power
 - Develop a programme of activity that takes the learning from the Community Power Pioneers that helps embed the standards across the Manchester system
 - Ensure connections to other opportunities such as the development of the Our Manchester Strategy where residents have told the Council that they have a desire to be more engaged and involved.

Building Stronger Communities Together Strategy

- 3.8 This three-year strategy is Manchester's first social cohesion strategy and an important piece of work to ensure we continue to build cohesion in the city. Over the last three years, and indeed in recent weeks, we have seen several challenges, both locally and nationally that have tested our understanding of and approach to building integrated and cohesive communities. At a time of economic crisis and global instability, we need more than ever to invest in strengthening our communities and social relationships particularly across difference.
- 3.9 Social cohesion is about developing neighbourhoods, workplaces, institutions and social spaces where difference is welcomed and celebrated and where empathy and curiosity about people 'not like me' is encouraged and embedded. When this happens, we can move beyond narratives of 'us' and 'them' towards ideas of kindness, trust, good relations between different groups and communities, and a sense of belonging for all.
- 3.10 The strategy focuses on people and relationships and how these can help to build and harness the skills and abilities of residents and utilise the assets in neighbourhoods to foster greater contact and participation within and between communities and local services, building trust and a sense of belonging to local areas and the city. This work supports the development of community power within the city.
- 3.11 The strategy has three priority themes, which were identified during a consultation that took place in 2023:
- **Relationships** is focused on bridging and bonding between communities. Relationships are not just about mixing with people who are like us and those we would normally mix with. They are also and importantly about speaking with our neighbours and people who are from different backgrounds.
 - **Participation** is about bringing people together to get involved in meaningful activities, for a shared purpose and engage in decisions about things that affect their lives.
 - **Belonging** is about being part of something bigger than just yourself, along with a feeling of acceptance and support that can help fend off loneliness and help to make you feel more connected to those around you.

- 3.12 First year delivery plans are now being delivered within three areas across the city. A full update on this work is presented in a separate report at this committee meeting.

Winning Hearts and Minds: Community-Led Initiatives

- 3.13 Winning Hearts and Minds (WHM) continues to drive work on Community Led Initiatives to improve health and wellbeing in communities facing the greatest disadvantage in North Manchester. Recent work has seen the development of an impact framework in partnership with the University of Manchester, reflecting how the WHM approach is tackling the wider social determinants of health in these communities. The real strength of the approach lies in the Fieldworkers' relationships and trust within communities, positioning them to connect people and enable things to happen quickly and meaningfully.
- 3.14 WHM work with a range of groups and individuals to deliver activity within neighbourhoods in North Manchester that is people focused, often taking a co-design approach and collaborating with experts by experience to deliver initiatives or shape services that will improve health outcomes in the area.

Community Development

- 3.15 In January 2023 a team of Neighbourhood Community Development Officers (NCDOs), transferred from GMMH (NHS) into Manchester City Council, bringing with them engagement skills, community connections and resident relationships across the neighbourhoods of Manchester. This group of staff are now firmly embedded within the neighbourhood teams, strengthening the capacity and capability to engage and develop communities across the city. The team very much takes a resident led approach; encouraging conversations that enable residents to influence decisions that affect their lives. This also helps uncover what their interests and aspirations are, so officers can support them in developing new local projects.
- 3.16 A review of how community development can support our work at the neighbourhood level is nearing completion. The review has focused on what is needed for the future, tackling the social determinants of health, recognising the gaps in health outcomes across the city, along with a changing demographic. It will be important to focus resources where most needed and use the principles of proportionate universalism as we move forward. The team will also work to a core set of national standards for community development practice
- 3.17 The practice of community development is a core element of Making Manchester Fairer, not only in terms of how this supports engagement and understanding of communities, but also in relation to how it supports communities to come together and organise effectively so that they can collectively achieve their aims and exert influence on decisions that affect them.

4. Tackling Systemic and Structural Racism and Discrimination

- 4.1 Structural racism and institutional barriers are some of the most detrimental determinants of health, yet evidence linking racism to health disparities mostly focuses on the role of discrimination experienced by individuals—or interpersonal racism. While the focus on interpersonal racism is important and necessary, structural racism and its relationship to health inequities needed greater attention. One intervention to address this has been through the delivery of a comprehensive programme on Race and Health Equity to enable our workforce to be better informed, equipped, and confident to implement the right solutions that will improve outcomes for communities experiencing racial inequality and discrimination.
- 4.2 A comprehensive education programme on tackling structural racism and discrimination was commissioned with the aim of enabling our workforce from across the Manchester system to be better informed, equipped, and confident to implement the right solutions that will improve outcomes for communities experiencing racial inequality and discrimination.
- 4.3 The Race and Health Equity Education programme for 2023/24 ended with the final session in July 2024. Approximately 60 participants from MCC and partnership organisations such as Housing, Health and Greater Manchester police successfully completed the programme. From the outset we had clear learning outcomes defined as part of the programme which included;
- Understanding how racial inequity operates at different levels within a system and the impact that has on health outcomes- Racism is a public health issue
 - A better understanding of Manchester’s population and its demographics with the ability to use data and insight effectively to make informed decisions
 - An understanding of the importance of involving communities in co-designing and co-creating solutions to inform actions to reduce inequalities
 - The development of knowledge, skills, resources, tools, and confidence to create more inclusive practices and approaches to services giving participants the time, space, encouragement, and permission to collaborate on planning and improving delivery
- 4.4 The programme was delivered over a 9-month period spread across 3 modules. During the first module participants were invited to discuss and explore the historical context and social construct of race, definitions, terms, language, and how past and current thinking inform and govern how structures and institutions are set up. Building on the initial foundations, participants were then invited to share their experiences, reflections, learning and any actions following session.
- 4.5 For the second module participants explored key concepts such as ‘race’, ‘racism’, ‘discrimination’, ‘health’, ‘inequalities’, ‘equity’, and their often-contested nature. In this session, participants adopted a life-course approach to exploring the social determinants of health, thus placing health outcomes in

a wider socio-economic context. Drawing on local lived experiences and examples of inequalities in access to healthcare, experiences, and outcomes; participants were able to develop and deepen their understanding of the relationship between protected characteristics, intersectional identities, service delivery and health outcomes.

- 4.6 For the final module the focus was on the role of commissioning in tackling health inequalities experienced by marginalised communities and identifying the knowledge, skills, and experiences required to deliver equitable care in a multi-cultural context. Cultural competence, empathy; empowering diverse teams & working inclusively with communities was also discussed. The topics were explored through facilitated discussions, prompts, case studies and involving community members with lived experience of health inequalities.
- 4.7 The evaluation of the programme is underway with two external evaluation exploration hubs set to take place over the autumn. Initial data from the internal evaluation through the self-assessment process would suggest that there has been a shift in confidence to challenge personal assumptions, understanding of allyship, confidence in holding difficult conversations on issues of race and health equity.
- 4.8 In addition to the education programme outlined above participants were also able to access a limited number of masterclasses that provided insight into a range of topics with a focus on the most persistent and pervasive issues marginalised communities face.
- 4.9 Discussions are underway regarding programme accreditation to provide the programme with academic recognition and continuing professional development opportunities for current and future participants.

5. Community Health Equity Manchester (CHEM)

- 5.1 The main purpose of CHEM is to;
 - Build trust between communities and statutory organisations.
 - Share and amplify community voice and to provide insight.
 - Be led by the data.
 - Work in Collaboration and Partnership.

Sounding Boards/Engagement Groups are established to discuss ideas and proposed activities to deliver CHEM's objectives, and act as "critical friends" to the Strategic CHEM Group. The main functions of the Sounding Boards/Engagement Groups are to;

- Bring together a group of people that can act as a voice for their communities
- Give the communities they represent a voice in the development and delivery of system priorities and programmes of work.
- Identify and share what the priority issues and concerns are for the communities they represent/identify with.

- Share their views on how statutory sector initiatives and activities might inadvertently impact adversely on different communities and provide potential solutions.

An external review of CHEM was undertaken, and a report published in September last year. Some of the key achievements of the programme are highlighted below;

- Increasing the relevance and reach of public health messaging about Covid and, in doing so, supporting at-risk communities to stay safe during the pandemic.
- Increasing the level of trust between communities, the Council, Health and VCSE organisations by utilising people in communities who had the trust and credibility to overcome historic scepticism of some communities towards local government and healthcare providers.
- A fundamental shift in the way in which Manchester's public health team and communications team engage with communities. The role of communities in helping to design solutions that are bespoke to their specific needs is now seen as business-as-usual, with the Sounding Boards routinely engaged to support the creation and distribution of messages and inform service delivery.
- CHEM has shared some of this learning to other partners and stakeholders within Manchester and beyond. For example, a lot of community intelligence continues to be fed into the Manchester vaccination programmes, which informed where and when vaccines services should be offered.

6. Recommendations

The Committee is recommended to consider and comment on the information contained in this report.