

## **Manchester City Council Report for Information**

**Report to:** Communities and Equalities Scrutiny Committee - 18 July 2019  
**Subject:** Trans Update Report  
**Report of:** The City Solicitor

---

### **Summary**

This report provides an update on the work undertaken in Manchester to improve outcomes for its trans residents including progress against the recommendations within the Research Study into the Trans Population of Manchester, commissioned by the Council and published in 2016. Aligned to the overarching themes of the research study, this report provides details of ongoing work aligned to each theme, along with other examples of relevant work in this area. Additionally, the report considers the significant increase in reported trans hate crimes in Manchester and outlines the reasons for and responses to this as an area of focus.

### **Recommendations**

The Committee is asked to note the report.

---

### **Wards Affected: All**

---

### **Contact Officers:**

Name: Sam McVaigh  
Position: Head of Workforce Strategy  
Telephone: 0161 234 3976  
E-mail: s.mcvaigh@manchester.gov.uk

Name: Keiran Barnes  
Position: Equality, Diversity and Inclusion Manager  
Telephone: 0161 234 3036  
E-mail: keiran.barnes@manchester.gov.uk

### **Background documents (available for public inspection):**

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

1. Research Study into the Trans Population of Manchester ([https://secure.manchester.gov.uk/info/200041/equality\\_and\\_diversity/5879/equality\\_analysis/2](https://secure.manchester.gov.uk/info/200041/equality_and_diversity/5879/equality_analysis/2))
2. Knowing Manchester Better: Trans Report, *Communities and Equalities Scrutiny Committee – 1 March 2017*
3. Overview of the work of the Lead Members for Equality Issues (Appendix: 12 Month Update on Trans Report Actions), *Communities and Equalities Scrutiny Committee - 9 November 2017*

## 1.0 Introduction and Background

- 1.1 Transgender (trans) is a broad term that includes all gender variant people, including cross-dressers, people who wear a mix of clothing, people with dual or no gender identity, and transsexual people.
- 1.2 The Office for National Statistics mid-2014 population estimate for Manchester, which informed the Research Study into the Trans Population of Manchester outlined at 1.6 below, suggested that at that time, approximately 5,000 residents identified as trans (this figure is likely to have grown since). The Council recognises that in addition to the talents and perspectives that Manchester's trans population brings to the City, national research indicates that trans people also have needs that are distinct and specific to their particular identity, which are often very separate to those issues faced by lesbian gay and bisexual people, and which can profoundly impact upon how they live their day-to-day lives.
- 1.3 The Council is proud of the diversity of the City's population and of its continuing commitment to improving the lives of Manchester's LGBT communities. As part of this ongoing commitment, the Council sought to increase its knowledge and understanding of the challenges affecting the city's trans population a number of years ago. In August 2015, commissioned the LGBT Foundation to undertake targeted research into the needs, aspirations, priorities and challenges of trans people in Manchester around four prominent themes as identified through ongoing engagement and consultation events (i.e. LGBT Question Time):
  - Young People and Education
  - Health
  - Housing
  - Domestic Abuse
- 1.4 Another prevailing topic, hate crime, was highlighted through consultation. This was not incorporated into the research report as there were two distinct pieces of work already underway to address this topic: research into transphobic hate crime by Greater Manchester Police and; the refresh of the Manchester Hate Crime Strategy, including detail on monitoring trans as a characteristic for hate crime. Despite hate crime not featuring as a theme in the research report, consideration is given to work in this area in the body of this report.
- 1.5 The Research Study into the Trans Population of Manchester was published in November 2016 and delivered through a mixed research method, including desktop research, an online questionnaire targeted at trans people with a connection to Manchester, and a series of focus groups for members of the trans community. The Research Study concluded with eight recommendations aligned to the study's four themes (see *Appendix 1* of this report).
- 1.6 The report's initial findings and recommendations were shared with service leads within the identified areas including partners in the NHS and Clinical

Commissioning Groups (CCGs). Each lead helped shape the recommendations relevant to their service and made a commitment to take them forward and to take steps to address the specific areas where limited access and barriers to trans inclusivity were highlighted.

- 1.7 This report provides an update on the work ongoing in Manchester for and with the City's trans community with aligned to the themes of the trans research study. This follows a year-one update to Communities and Equalities Scrutiny Committee at the meeting of 9 November 2017.

## **2.0 Young People and Education**

- 2.1 The research on this theme covered the areas of: transphobic discrimination in educational settings, the impact of such harassment on academic performance, and the trans awareness of staff and other students.
- 2.2 The trans research study recommended that educational institutions should lead in addressing transphobia and bullying whilst exploring ways to improve trans inclusion. The Council recognises that some progress has been made in the city across numerous educational establishments, from primary settings (i.e. Alma Park Primary School in Levenshulme, which has produced LGBT-inclusive web content and has outlined its commitment to positive education of LGBT identities, with specific reference to transphobic bullying), to higher education settings (the University of Manchester for example, has also published extensive guidance on supporting trans staff and students, including the legal context but also practical support such as a map of all the gender-neutral toilets on campus). Existing practice will provide valuable learning which other educational establishments can access and share.
- 2.3 It is also recognised that growing the work in this area can be accelerated and that opportunities to do this more consistently will be helpful. The Council will be updating its Equality, Diversity and Inclusion (EDI) policy during 2019-20 and will work with Manchester schools to use this as a common set of standards, ensuring a consistent policy approach to EDI generally and trans-inclusion specifically.
- 2.4 Looking beyond educational establishments, significant activity is underway to support the experiences and outcomes for trans young people in Manchester more generally. A city-wide multiagency Trans Action group was established in 2016, independently of the Council's study report but with priorities and activities that strongly align with the study's recommendations. Established and led by young trans people and their organisations, the group also includes the Council, LGBT Foundation, Proud Trust, Health, Housing and parents of trans young people. The Trans Action group develops and progresses activities in the areas of education, health and housing, with a particular trans youth focus. The group has worked over the past year to develop a model to deliver a two-year trans health pilot in Greater Manchester, which is detailed further at 3.5 and 3.6 of this report.

2.5 The Council's Virtual School Head has also facilitated a series of training sessions with a trans focus to post-16 services, nursery and pre-school settings, residential foster carers, and social care staff. The sessions have been co-delivered by young trans people, parents, Child and Adolescent Mental Health Service (CAMHS) and the Proud Trust, and have had considerable reach. With a focus on looked-after children, the sessions also cover the wider population and aim to offer a safe space for professionals and carers to ask questions and dispel myths about gender, whilst covering the Equality Act 2010 and legal duties in school settings. In addition to addressing behaviours and attitudes towards trans young people, the sessions also provided practical advice on topics such as toilets, PE and residential trips. Participants have found the training very useful, and have welcomed the opportunity to learn more about trans identities in a safe and practical way.

### **3.0 Health**

3.1 The 2016 report's findings in relation to Health highlighted significant issues in relation to the general health and well-being of trans people, including:

- low levels of self-reported good health
- high levels of substance use
- low attendance at sexual health testing services

Participants in the study also reported relatively low expectations that healthcare services would meet their needs as a trans person, to the extent that an experience that did not involve abuse or harassment could be seen as a positive experience.

3.2 One of the recommendations within the study is that GP practices in Manchester should engage with the 'Pride in Practice' LGBT quality assurance support service. Launched in 2016, the service is designed to strengthen and develop Primary Care Services relationships with their lesbian, gay, bisexual and trans (LGBT) patients within the local community. From its inception, GP practices in Manchester have been engaged in the scheme, as it was piloted in South Manchester. As of July 2019, only two Manchester GP surgeries remain to sign up to Pride in Practice. A trans-specific Pride in Practice is now being rolled out through GP practices and a start has been made with Manchester pharmacies, dentists and optometrists.

3.3 Manchester Health and Care Commissioning (MHCC) has also been working with the LGBT Foundation on a Trans Status Monitoring in General Practice pilot. This pilot explores attitudes towards monitoring trans status in general practice and potential impacts of trans status monitoring (TSM) on the field of general practice. 84 GP practice staff were trained through this programme, the majority of whom were GPs. The pilot targeted 34 GP practices in North, South and Central Manchester which had previously chosen not to engage with Pride in Practice. The practices that took part reported many benefits of monitoring of trans status, including:

- ensuring trans people were able to access routine cancer screening;

- offering a choice between a mainstream and LGBT-specific service where available;
- sending targeted resources in the post;
- maximising a service's commitment to equality and diversity, and;
- tracking prevalence of health conditions within the trans community, recognising that this community of identity experience significant health inequalities.

- 3.4 A further recommendation of the trans research study was that health providers should improve complaints processes, so that is easier for trans service users to raise issues and see resolution. MHCC and the Council have moved to an integrated complaints service; this single-service approach brings clarity, efficiency and timeliness to complaints-management processes across health and social care. The new service is currently bedding in, but MHCC colleagues will be supporting the complaints officers on how best to recognise and engage with minority groups and communities of identity, including trans people, during the second half of the 2019-20 financial year.
- 3.5 The research study particularly noted the ongoing challenges faced by trans people in Manchester in accessing advice, support and specialist services. Currently, there is no local Gender Identity Service provision for trans people in the North West, so most Greater Manchester trans patients have to access services from one of England's seven Gender Identity Clinics. Most Manchester trans patients access the Leeds, Sheffield and London clinics.
- 3.6 To respond to growing local need, Greater Manchester has been identified by NHS England as an early adopter pilot area to test a Primary Care-led Trans Health Service for Greater Manchester, which will commence in September 2019 for a two-year period. With specifications co-designed by NHS England, Manchester VCSE organisations and trans people, the pilot will aim to improve local opportunities for support whilst simultaneously easing the pressures and increasing demand on England's seven current Gender Identity Clinics. The Greater Manchester pilot will inform a model of future nation-wide trans health services, which are based on holistic, person-centred approaches.

#### **4.0 Housing**

- 4.1 The research study's key areas of focus for housing were homelessness and access to appropriate and inclusive services. Following the publication of the study, a Manchester Homelessness Charter Trans Action Group convened consisting of trans individuals who have experienced homelessness, relevant Voluntary, Community and Social Enterprise professionals, and representatives from the Council's Homelessness Team and Equality, Diversity and Inclusion Team. The group used the report's recommendations to steer discussion, as they also addressed wider challenges faced by trans homeless people, including accessing services and appropriate emergency accommodation. The output from these meetings were fed to the Charter Driving Group informing the Charter's commitment to "Equality of access to information and services."

- 4.2 The Council, along with contributions from the Greater Manchester Combined Authority Ageing Hub and Barclay's Bank, is funding Pride in Ageing post at the LGBT Foundation from 2019 - 2020. The post has a Greater Manchester overview but will deliver specific products for LGBT people aged 50 and over in Manchester first, before rolling these out across Greater Manchester. The Pride in Ageing officer will be responsible for carrying out further research into the housing and care needs of older trans and LGB people, actively working to increase access to better housing services and raising trans and LBG-awareness amongst housing providers. This will culminate in the development of a 'Pride in Care' kitemark scheme, based on the principles of the successful Pride in Practice scheme, with the aim of recognising standards of good practice in trans-inclusive and LGBT-affirmative care services.
- 4.3 Work has progressed on an LGBT-Affirmative Extra Care scheme in Manchester. Trans people have been included within the scheme's scoping groups, along with any task and finishing groups formed to ensure any needs of trans occupants are captured and addressed in planning. In September 2018 the Council purchased the site of the former Spire Hospital in Whalley Range to develop the scheme. Demolition of the former hospital building will begin in July 2019. The Council continues to work closely with LGBT Foundation and Stonewall Housing to scope out the scheme, whilst LGBT individuals will continue to be involved, including in the design of the building and in planning the operation of the scheme, and also in how an LGBT majority can be maintained. The scheme is planned for completion by the end of March 2022.

## **5.0 Domestic Abuse**

- 5.1 The trans research study recommended that domestic abuse services should work in partnership with agencies in Manchester to raise awareness amongst trans communities of what constitutes domestic abuse and how to report it. It further recommended that domestic abuse services should explore ways to be more trans inclusive.
- 5.2 In December 2016 the Council and the Office of the Police and Crime Commissioner (now the Mayor's Office) commissioned Independent Choices to deliver an LGBT Independent Domestic Violence Advisor (IDVA) post across Greater Manchester. The LGBT IDVA Service supports male, female and non-binary people aged 16 and above who identify as lesbian, gay, bisexual transgender or other and are experiencing or have recently experienced any form of domestic abuse. Currently funded until March 2020, the LGBT IDVA:
- supports members of the LGBT community who make a disclosure of domestic abuse
  - improves the safety of the service user and their children
  - enhances the competence of other front line case-workers to recognise and respond to LGBT domestic abuse
  - helps to improve the systems for monitoring the nature and prevalence of LGBT domestic abuse

- 5.3 Further to this work, Manchester City Council has worked with Brighton and Hove District Council and the London Borough of Hammersmith and Fulham through Stonewall Housing to deliver the Beyond Abuse LGBT supported accommodation project for survivors of domestic violence, whilst promoting cross-boundary working and developing good practice.
- 5.4 The overarching aim of the project has been to increase the provision of services in order to meet the needs of LGBT survivors of domestic abuse in Brighton, London and Manchester. This was achieved by increasing the availability of specialist accommodation and intensive outreach support in these areas. Locally, the project is supported by the LGBT Foundation, Independent Choices, Great Places and City West Housing Trust.
- 5.5 In its 2018 report 'Beyond Abuse - LGBT Accommodation-based Domestic Abuse Services', the LGBT Foundation reports that between August 2017 and October 2018 an average of 5 referrals per month were made to the project, with 66 referrals overall in that period. Two thirds of referrals came through LGBT Foundation operated services, with other key channels including the LGBT IDVA, child protection teams and homelessness charities. Most individuals (48) accessed the 'casework' support (emotional support including healthy relationships, power and control, boundaries, consent, communication, benefits, and budgeting). Fewer people accessed 'housing advice' (32) and housing support (12) services.
- 5.6 Monitoring of the Manchester project indicates that 11 users of the service specifically identified as trans.
- 5.7 Though the Brighton and London regional projects have come to an end due to a lack of funding and resourcing, Manchester's service continues to operate due to securing funding until 2020. The funding also allowed for the service to expand to include an additional worker. Stonewall's evaluation of the national, multi-agency project cites a positive impact on the lives of LGBT survivors of domestic abuse, whilst noting that further, long-term, regional investment in LGBT-specific domestic abuse is required to prevent the marginalisation of LGBT people who require these services. Project evaluation data provided by LGBT Foundation showed a marked improvement in the safety and life chances of survivors as a result of the LGBT-specific services.

## **6.0 Trans Hate Crime**

- 6.1 Although not included as part of the trans research study in 2016, trans hate crime is understood locally as an important area of focus. The Manchester Community Safety Partnership, which includes the Council's Community Safety Team and Greater Manchester Police (GMP), lead on this area of work.
- 6.2 Recent national media reports have identified that the reporting of trans hate crime has risen 81% in the UK since 2016-17, with reports in Greater Manchester increasing from 54 in 2016-17 to 145 in 2018-19. The Community Safety Partnership attributes this local increase, which is the third-highest in the UK after London and West Yorkshire, to increased confidence and ability

of trans people to report the hate crime. Since 2016, the Partnership has led annual awareness campaigns on hate crime and reporting, including signposting to the City's 45+ hate crime reporting centres and online reporting sites, including the True Vision website ([www.report-it.org.uk](http://www.report-it.org.uk)), where people can report anonymously.

- 6.3 Manchester's Community Safety Team delivered over 40 events in Manchester during Hate Crime Awareness Week in February 2019, including events aimed specifically at increasing confidence in and the ability to report hate crimes amongst the City's LGBT communities. In July 2019 the team also had a stall at the Sparkle Weekend, the largest trans festival in the UK, which is held in the City Centre. Working in partnership with GMP, the team engaged with the festival participants, handing out promotional hate crime merchandise and advising people how to report hate crime and what to do if they are a victim.
- 6.4 GMP have worked to actively increase police visibility and support for the trans community in particular. In July, to mark the Sparkle Weekend festival, a trans flag was raised at the GMP headquarters where they also hosted a 'Tea for Trans' engagement event which saw trans people, trans allies, and officers, including senior leadership, come together for informal sharing and discussion event.
- 6.5 Over the past year, GMP have also been working with a media company to produce a virtual reality hate crime project, which is designed to let the user experience what it's like to be a victim of a hate crime. Initially focusing on Islamophobic hate crime, they are looking to extend the project to cover victims of other strands of hate crime including trans people in the coming years.

## **7.0 Additional Activities**

- 7.1 In 2018 the Council commissioned the Proud Trust to deliver Trans-Awareness Training for Council employees, in part to action one of the research study's overarching recommendations, but also in response to a number of incidents involving trans customers being misgendered or denied access to facilities intended for their acquired gender. A pilot course was run for 17 members of Libraries, Sport and Leisure and G4S staff, covering general trans-awareness, terminology and the relevant provisions of the Equality Act 2010. The training was generally well received, giving participants confidence about terminology and enabling some peer learning. Consideration is being given to widening access to trans-awareness training as part of HROD's broader equality, diversity and inclusion training review.
- 7.2 The Council continues to support and promote the activities of local and national trans groups, such as Sparkle the National Trans Charity, with Council participation at the annual Trans Day of Remembrance ceremony. Trans-focused events were programmed as part of the Council's city-wide calendar of events for LGBT History Month in February 2019, including an audience with prominent trans campaigner and author Christine Burns. The

Council is also actively engaged with Trans Creative, a Manchester-based trans arts organisation which uses creativity to counter media negativity around trans issues and promoting trans wellbeing.

## **8.0 Gender Recognition Act Consultation**

- 8.1 In October 2018 the Council provided a response to the Government Equality Office's consultation on a reform of the Gender Recognition Act (GRA). The GRA sets out the legal process by which a person can change their gender, and the consultation specifically sought views of respondents on the accessibility and appropriateness of the process. The Government Equalities Office was clear from the outset that the consultation was not on a specific set of proposals and would not change the exceptions under the Equality Act 2010 that allow provision for single and separate sex spaces.
- 8.2 Since the GRA came into force in 2004, only 4,910 people have legally changed their gender. Responses to the Government's 2017 LGBT survey indicate that there is a greater proportion of people who identify as trans, and who want legal recognition, but that they have not applied because they have found the current process too bureaucratic, expensive and intrusive.
- 8.3 Informed by our commitments to Manchester's trans community, and by our knowledge of the experiences and needs of trans colleagues and residents, the Council's response to the GRA consultation largely supported many of the reform suggestions. In particular, the Council supported those reforms which would simplify the current application process, which is widely viewed as cumbersome and unnecessarily costly. The Council also supported the removal of the requirement for trans people to be subjected to intrusive and potentially humiliating processes in order to be legally recognised as the gender they identify with.
- 8.4 On launching the GRA consultation, the Government Equalities office committed to review and analyse all responses. This typically would result in a response from the Government detailing its course of action, but to date none has been issued. Stakeholder groups and organisations, including the Council, continue to monitor this.

## **9.0 Conclusion**

- 9.1 The commissioned research study into the trans community has provided a catalyst for some encouraging work in the City to improve the experiences, safety and access to services for trans residents. Since the research study was published, Manchester has seen a swell of services, VCSE organisations and trans people working together in partnership to address the study's specific and cross-cutting recommendations, along with additional activities that have been identified subsequent to the report.
- 9.2 The Council recognises though, that this is an identity group in Manchester that continues to face considerable challenges in terms of opportunities and outcomes, as is the case nationally and internationally. Some of the work

being progressed locally, outlined above, demonstrates a strong commitment to address these challenges as they emerge, and highlights Manchester as an important place to progress this work. The City's understanding of its trans residents' experience is evolving and there continues work to be done across all agencies to ensure equal and inclusive outcomes are achievable for all Manchester's trans people.