

Race Equality Scheme 2005-2008

1.0 Purpose of the Report

The Board are requested to:

- note the contents of Manchester City Council's Race Equality Scheme, and
- understand Northwards Housing's responsibilities to contribute to the Manchester City Council's Race Equality Scheme.

2.0 Background

The Manchester City Council's Race Equality Scheme was produced in 2005 and outlines the plans to eliminate race discrimination over the three year period to 2008 and to promote equality of opportunity.

As Northwards Housing has been formed to manage and improve Manchester City Council Housing within the North of the City, we are bound by the Management Agreement and Delivery Plan with Manchester City Council to contribute to the fulfilment of the Council's statutory duties and Race Equality Scheme.

As the legislation currently stands, Northwards Housing would not be required by law to produce its own Race Equality Scheme. However, for Northwards Housing it is good practice to voluntarily produce a Race Equality Scheme of its own and to set out clearly our commitments in this area.

3.0 Recommendations

- To note the contents of the report and
- To approve the recommendation to produce a voluntary Northwards Housing Race Equality Scheme.

Manchester City Council's Race Equality Scheme 2005 - 2008



MANCHESTER
CITY COUNCIL

Introduction

Since the early 1980's the Council has recognised that Manchester's population is made up of many diverse groups of people who make different, valuable contributions to the life of the City. These groups include black and minority ethnic (BME) people, women, disabled people and lesbians and gay men.

Manchester has been one of the leading local authorities to ensure that all communities in Manchester have equal access to council services and job opportunities. The Council has promoted Manchester as an exciting, diverse City of national and international significance, where people choose to live, work and spend their leisure time and in which companies want to invest; a City where everyone has equal access to opportunity, employment and prosperity.

The new developments in the City Centre, East Manchester, Moss Side and Hulme reflect some of the results of this. The Council also believes that an attractive City is made up of more than just buildings. It encourages acceptance and understanding of diversity and opposes prejudice.

Whilst all local councils have a legal duty to combat inequality and promote race equality through the statutory requirements of the Race Relations (Amendments) Act 2000, Manchester City Council has gone beyond this and is committed to mainstreaming racial equality so that this scheme and its associated action plans and initiatives are integrated within Council's performance, budget and service planning processes.

From 2002 to 2005, the Council has continued to build on and deliver its race equality agenda and is particularly proud of the following: -

- The election of Manchester's first Asian Lord Mayor, Councillor Afzal Khan.
- We have embedded race equality into mainstream work through strong leadership and robust performance management. **Agenda 2010** also is at the heart of our **Manchester Partnership** (Local Strategic Partnership) and underpins the actions and delivery of our Community Strategy.
- We are developing innovative approaches on the recruitment and development of staff by taking positive steps to ensure that our workforce reflects the City's diversity.
- In 2003 there were 11.6% BME employees working for Manchester City Council. This figure currently stands at 13.98% and a target of 16% has been set for achievement by March 2006.
- We have launched a Charter for Black Staff Development and established departmental **Black Staff Groups**, which are supported by departmental Management Teams. A **Corporate Black Staff Steering Group (CBSSG)**, chaired by the Deputy Chief Executive is also in operation to oversee, support and share good practice from the departmental groups.

- We have developed our Hate Crime Report Line, which is a 24 hour freephone reporting helpline operating city wide. It has been set up to support victims of racially motivated crime and, also, those vulnerable to racism by enabling them to report incidents more easily. Follow up action is taken wherever possible in response to reported incidents and information will be fed back to complainants.
- We have worked with communities to celebrate race equality and diversity, such as the Asian mela, black history month and diversity celebration event, Pan African commemoration reception.

Manchester's second Race Equality Scheme outlines the Council's plans over the next three years to eliminate race discrimination and promote equality of opportunity. This scheme will run from April 2005 to March 2008.

Definition of Black and Minority Ethnic: Everyone has an ethnicity and this ethnicity is self defined. This could be based on common ancestry, memories of a shared past, a shared cultural identity which might include kinship, religion, language, shared territory, nationality or physical appearance. Manchester City Council's Race Equality Scheme uses the generic terms 'Black' and 'BME' (black and minority ethnic) to refer to members of African, Afro-Caribbean, Asian, mixed heritage and other minority ethnic communities.

Manchester's Race Equality Scheme

What is a Race Equality Scheme?

A Race Equality Scheme essentially packages the specific duties of the Race Relations Amendment (RRA) 2000 into a coherent strategy and action plan. The scheme should make it clear how the Council plans to meet both its general and specific duties. It is a public document and is answerable to the public. The scheme should also summarise the Council's overall approach to racial equality and how this links to its corporate aims and objectives.

Review of the Race Equality Scheme 2002- 2005

The RRA requires councils to review their Race Equality Schemes every three years. In May 2002, Manchester City Council published its first Race Equality Scheme, in which the Council set out what it intended to do to eliminate unlawful race discrimination, promote equality of opportunity and good relations between people of different racial groups. The result of this review is this updated Race Equality Scheme, which covers the next three years 2005 to 2008.

Embracing a diverse Manchester

Manchester City Council serves 440,000 people, covering a narrow strip within Greater Manchester. It is the sixth largest metropolitan district outside London. According to the 2001 census, 19% of the population is from BME communities, which are unevenly spread across the City.

Seventy languages are spoken as mother tongue, including sign and other forms of communicative language and over the last 12 months the Council's Translation and Interpretation Service has been requested to provide interpretation in 40 different languages. The number of faiths in the City is also on the increase.

Ethnic groups in Manchester

| | Number | % |
|------------------|---------|------|
| White | | |
| British | 292,498 | 74.5 |
| Irish | 14,826 | 3.8 |
| Other | 10,689 | 2.7 |
| All White Groups | 318,013 | 81.0 |

| Mixed | | |
|--------------------------------------|----------------|--------------|
| White and Black Caribbean | 5,291 | 1.3 |
| White and Black African | 2,414 | 0.6 |
| White and Asian | 2,463 | 0.6 |
| Other | 2,506 | 0.6 |
| All Mixed Groups | 12,674 | 3.2 |
| Asian or Asian British | | |
| Indian | 5,816 | 1.5 |
| Pakistani | 23,104 | 5.9 |
| Bangladeshi | 3,658 | 0.9 |
| Other | 3,301 | 0.8 |
| All Asian Groups | 35,879 | 9.1 |
| Black or Black British | | |
| Black Caribbean | 9,044 | 2.3 |
| Black African | 6,651 | 1.7 |
| Other | 2,039 | 0.5 |
| All Black Groups | 17,734 | 4.5 |
| Chinese or other ethnic group | | |
| Chinese | 5,124 | 1.3 |
| Other ethnic group | 3,390 | 0.9 |
| All Chinese and other ethnic group | 8,514 | 2.2 |
| All groups | 392,814 | 100.0 |
| All White groups | 318,013 | 81.0 |
| All Ethnic minority groups | 74,801 | 19.0 |

Source : 2001 census standard table S101

The Manchester City Council area is 115.28 square kilometres, with a population of 392,814 (2001 census). Like many other English regional cities, over the last 30 years Manchester has experienced a fundamental change in the structure of its economy. From the late 1960s onwards its traditional manufacturing base crumbled as it struggled to remain competitive in an increasingly globalised economy. However, at the same time the service sector has grown. There has also been a shift in the geographic and demographic distribution of jobs, together with a shift in patterns of work.

Manchester is now, however, recognised as the regional capital of the northwest with thriving finance, retail, and cultural and creative industries. The city centre has been transformed following the bombing of 1996 and it is

benefiting from the inward investment and regeneration opportunities created by the Commonwealth Games.

The city also has high concentrations of social problems. Manchester is ranked 3rd most deprived district in England in the 2004 Index of Multiple deprivation, unemployment in Manchester stands at 3.7% (November 2005) compared to the northwest regional average of 2.5%. Some 24% of the city's population of working age is claiming key benefits. Poverty and deprivation are compounded by low educational attainment, high levels of crime, poor housing and poor health.

The **Community Strategy** for Manchester is highly ambitious. It sets out a vision for Manchester as a leading European city and also focuses on developing sustainable communities and delivering tangible economic and social benefits to the people who live there. The seven themes of the Community Strategy are: competing in a global economy; investing in children, families and young people; housing and sustainable communities; making Manchester safer; tackling health inequalities; creating a modern transport infrastructure; tackling health inequalities; and enhancing the cultural base of Manchester.

Demonstrated by its achievements in regenerating the City and hosting the 2002 Commonwealth Games, the Council is providing strong leadership to the local community, alongside the clear commitment it is making, with its strategic partners, to improving frontline services.

Members' ambitions for the economic regeneration of Manchester are beyond question. The Council has a track record of providing leadership for the renewal of the City over many years, as evidenced by the rebuilding of the city centre following the bombing in 1996, and the recent regeneration of East Manchester. In this area the Council has also established the country's first urban regeneration company, a beacon New Deal for Communities, an Education Action Zone, a Health Action Zone and a local Sure Start.

There has also been strong leadership on quality of life issues. A new set of corporate aims have been developed focusing on outcomes for local people and emphasising the need to work in partnership with other agencies. The Leader of the Council was directly involved in establishing a set of core values for the council in consultation with staff, with the explicit aim of achieving step change in service improvement. The Council's corporate priorities are shared by executive members who are making challenging decisions across all services.

Core Values and Corporate Objectives

Values

Pride in our City

We take pride in our City and the contribution we make to its success. We are committed to continuously improving the quality of life in Manchester.

Community-focused

We recognise that a successful city relies on the success of its neighbourhoods and communities. We want to meet the aspirations of all Manchester citizens by empowering communities and embracing their diverse identities.

People-focused

People are at the centre of what we do. We will achieve an excellent standard of customer service by acting with speed, efficiency and respect.

Responsive and accountable

We value the contribution of residents, employees and partners. We will communicate clearly and openly about our decisions and actions and the reasons for them.

Valuing our employees

We value our employees and we will support and encourage their development in working hard to deliver better services.

Corporate Objectives

The Economy

To create more jobs for local people by increasing economic activity and investment, promoting technological growth and maximising the use of our major assets including our vibrant city centre

Population

To increase the numbers of people living in the city and to reduce the turnover of people leaving the city by creating successful communities.

Crime

To reduce crime and disorder and anti-social behaviour and help people to feel safer.

Health

To prevent ill-health and improve local people's health and well being.

Services

To provide services that are relevant, efficient, effective and best value for money.

Education

To improve the educational results of the city's children at all levels, to increase the number of young people going into further and higher education, to support people into work through training and provide opportunities for lifelong learning.

Environment

To develop and sustain a healthy, safe and attractive local environment which contributes to the city's and its people's economic and social well-being.

Transport

To develop an integrated transport system which supports the city's economy, respects the environment and is safe and accessible to all.

Culture

To ensure that people have opportunities to participate in arts, sport and cultural activities that contribute to their quality of life.

The Council's ambitions for all its residents are demonstrated by its commitment to diversity issues. It was a beacon for promoting race equality from 2002 – 2003. The Chief Executive is absolutely focused on transforming Manchester. His priority is to make it more competitive, to create jobs and to link local people into wealth; and through this to facilitate economic and social change. He is clear about his external leadership role and the importance of engaging partners in the joint achievement of outcomes for the City. He is also clear about the need to improve services and to build the council's capacity to achieve this.

Our approach to Race Equality

Working on the realities of promoting race equality and building bridges at a local level means that we need to have a clear picture of our communities and the services that are needed. For example, are our primary schools getting pupils to mix and providing the opportunity for parents to get to know each other? Are our youth clubs a shared space for youngsters from different communities and are the Police creating a sense of security to encourage social activity? Are tensions identified early and dealt with sensitively? etc

Successful implementation of the Race Relations (Amendment) Act 2000 requires strong organisational leadership and capacity to deliver positive outcomes. At Manchester City Council we have invested considerable resources and time over the past three years to ensure our organisational capacity is adequate to bring about sustained and lasting change. The following demonstrates how we have developed both our approach and capacity to promote race equality.

The Council's approach to promoting race equality is based on the recognition that we have three important roles:

- As a community leader,
- As a service provider and
- As an employer

Each one of these is dependent on the others for making progress, thus we recognise that our role as a community leader will only be credible within BME communities if we are taking their service needs seriously. We can improve our service delivery if we have a workforce, which recognises and responds to the diversity of our communities. This emphasis on the workforce reinforces the Council's credibility in its role as a community leader.

The Council's role as a community leader

Manchester City Council recognises that as the only democratically elected and accountable body in the City, it has a duty to act as a community leader. This involves promoting initiatives and issues, which are in the interests of the City.

Manchester's economy has now been transformed from an industrial base - heavy manufacturing, to a knowledge base – financial, banking, creative, media, and retail. Our tremendously diverse mix of communities' matches our style as a city-creative, dynamic, at the leading edge.

However, whilst a strong and successful economy and our vibrant city centre helps to draw communities out so that they look outwards not inwards, we are not complacent about tensions between communities within neighbourhoods. Connecting our residents to the City's economic success in a way that builds cohesive communities in neighbourhoods requires hard-sustained effort.

It is the City Council's responsibility to make sure that this effort is put in by communities and by the public services serving those communities. To fulfil this responsibility our Community Strategy provides leadership for the **Manchester Partnership (LSP)** and comprises the shared visions and objectives by the Council and its partners for the City. Agenda 2010 is a joined up response from mainstream public services, to improve services across the board to BME communities and tackle racism and racial discrimination in the city over a period of ten years. The underlying objective is to close the gap between BME communities and the City as a whole in the key areas of: health and social care, crime and disorder, education and employment.

The Central Primary Care Trust coordinates the Health and Social Care Sub Group. It looks at improving health services e.g. translation, recognising diversity in the workplace, looking at strategies, plans and activities, promoting equality awareness amongst all within the Manchester health organisations. It is acknowledged that there needs to be a better understanding about the health needs of BME communities, as well as the new communities of asylum seekers and refugees.

The Crime and Disorder Sub Group has primarily focused on the work of the Crime and Disorder Strategy that provides Greater Manchester Police a focus for its initiatives. The focus of this group has been on the reporting and

recording of racist incidents. However, there is a need for a much wider area of focus relating to other aspects of crime and race. A much higher recognition of increased community engagement is being pursued.

Job Centre Plus coordinates the Employment Sub Group and it is focused on addressing key there priority areas: -

1. Developing the current knowledge and understanding base relating to the barriers to employment
2. Increasing accessibility to training and employment opportunities
3. Raising awareness of BME residents to the business communities.

The Education Sub Group is overseen by the Local Education Authority (LEA). This sub group has developed a focused and disciplined approach. The focus has been on education in schools particularly in relation to attainment and high exclusion rates, a number of strategies have been put in place to address these issues.

A steering group made up of key stakeholders in the City meets regularly to oversee progression, direction and the delivery of outcomes by the four Agenda 2010 Sub Groups.

In order for success there is need to have long-term measurable solutions that are embedded directly within the Cities' core services. Agenda 2010 provides a common vision, agreed with the City's BME communities for delivering action over a 10-year period. Agenda 2010 is integral to the Manchester Partnership and the delivery of our citywide Community Strategy.

The diversity of Manchester is one of the City's key strengths. Manchester City Council is committed to promoting greater knowledge, respect and contact between various cultures and establishing a sense of citizenship where people from different backgrounds can relate together in terms of where they live, their education, employment and social and recreational activities. Part of this work has encompassed the celebration of our diverse communities and cultures. Manchester City Council was proud to host an event open to all members of the public in October 2005 to celebrate the end of Black History Month in Manchester. This event included cultural performances from African Caribbean and Asian communities and young children. The City Council also hosted the commemoration reception for the 60th anniversary of the Pan African Congress along with a Chand Raat night market to celebrate the Muslim Eid-ul-Fitr festivities.

In June 2005, Manchester Art Gallery showcased the first exhibition in the UK to explore the style and fashion of black people in Britain and their major impact on British culture over the past 50 years. This was followed in October by an exhibition of photographs by Benjamin Zephaniah and a Black Victorians exhibition that explored the presence of people of African descent in 19th century British art.

The Council's role as a service provider

Manchester City Council is committed to promoting equality of access and adequate use of its services and facilities. The Council will treat all people equally whether they are seeking or using the Council's services or applying for funds and contracting to supply or purchase goods or services to or from the Council.

As well as celebrating diversity and promoting community cohesion at a very high profile and public level, the Council is focused on the delivery of quality mainstream public services that really make a difference to improving people's lives and creating sustainable, cohesive communities. To be successful at this we must have a clear understanding and great knowledge about local communities, their priorities and their needs. Services consult directly with residents and service users; this is incorporated into departmental action plans outlining service delivery improvements for disability, race, gender and lesbian and gay service users.

Race equality action plans have been produced by all Council departments focussing on the delivery of the Race Relations (Amendment) Act 2000 requirements, Agenda 2010 objectives and the Local Government Equality Standards to ensure continuous improvement in services to BME communities and users. An interdepartmental officer group, the Race Equality Group, monitors progress and disseminates good practice across the Council. All race equality action plans are subject to external scrutiny by Manchester Council for Community Relations (MCCR).

Departmental race equality action plans are part of the rolling three-year budget and service strategy process and annual Management Action Plan and budget process. In this way action on race issues is locked into our processes for continuous improvement in the performance of Council services. To ensure that race equality and the Agenda 2010 objectives are part of more fundamental change, all improvement projects are required to address the relevance of how services to black and minority ethnic communities can be improved and developed.

The Council's role as an employer

The Council is the largest employer in the City. The Council recognises that its own employment practices are a major influence on the community at large, and it intends that its equal opportunities policies should reach out into the community it serves. We have a long history of monitoring our employees by grade, ethnicity, disability and gender and target across the range of categories have been set for achievement.

The Race Relations (Amendment) Act 2000 sets out a code on the specific duties with regard to employment. The Code requires the publication of workforce monitoring data and an action plan to achieve workforce change.

The Council has a comprehensive employment strategy, which includes monitoring of the workforce composition, recruitment, retention and progression and disciplinary action and an equality targets programme in which targets are set for BME people, BME women, and BME people and BME women in management grades. These targets are based on turnover and recruitment rates and future demographic predictions of the resident community of working age in Manchester with the aim that the Council strives to achieve a fully representative workforce, which reflects the community we serve. Progress against the targets is reviewed annually and reported in the Best Value Performance Plan and is published on the Internet. In addition, Council departments report progress and achievements against targets on an annual basis in their Human Resources Plan together with an action plan for maintaining and improving on progress.

The City Council is pleased to report that:

- 13.98% (December 2005) of the workforce is from BME communities; this demonstrates a 5% increase since 2000.
- 11% of the BME workforce is at principal officer grades PO1 – PO4
- All 16 ethnic categories are represented amongst council employees;
- BME people accounted for 17% of all appointments;
- Applications from, and appointment of BME people are now in proportion to the numbers in the community, although we recognise that there is still a disparity at senior management level. A number of initiatives have been put in place to address this.

The City Council achieved its target of BME employment of 11% by 2006 much earlier than expected and has now reset that target to 16.1%, which is more representative of the BME community in Manchester, which currently stands at 19%. However, the achievement of 7% BME employees at senior management level (principal officer at grade PO5+) remains a significant challenge and is therefore the focus of some considerable organisational activity in support of progress. The council's current equality targets will be reviewed in 2006.

We recognised some time ago that BME people were not progressing into senior management so we have run a number of positive action initiatives, to increase recruitment and strategies to promote the City Council as an employer of choice to the communities of Manchester and to implement and evaluate a number of strategies to support black staff development including strategies to support the recruitment of senior black staff. We are maintaining the momentum of this initiative by continuing to support the Corporate Steering Group on Black Staff Development, chaired by the Deputy Chief Executive and involving senior managers and black and minority ethnic staff. The Corporate Black Staff Steering Group (CBSSG) provides strategic vision, sets goals for the development of BME staff, addresses institutional racism, manages diversity, supports and monitors progress, promotes programmes and activities, evaluates their impact and disseminates ideas and practice across the authority. The **Black Staff Development Charter**, states how the talents, skills and vision of our black and minority ethnic staff are recognised and developed.

It also demonstrates how the development of BME staff can help to meet our Agenda 2010 objectives.

Over the last 12 months, the Council has implemented the following BME recruitment strategies to support the achievement of our equality targets: -

Ethnic media review

- A review has been undertaken of ethnic media to explore how to further a two-way relationship aimed at raising the profile of Manchester City Council as an employer of choice for BME communities
- A Manchester supplement of the Voice newspaper is being produced in August – sponsored by Manchester City Council.

Jobs Update

- An analysis of the current distribution of 14, 500 copies of the Jobs Update has been carried out which has resulted in the identification of a significant number that can be re-allocated to new distribution points. These new locations are currently being targeted.

Talent Bank

- An electronic database is current being developed to enable potential BME applicants to log their personal details in order to receive information about specific opportunities

Job Fairs and Events Strategy

- A targeted calendar of events has been developed and a number of events deliver including the Ethnic Jobs Fair organised by Asian Sound Radio and a job fair at the Powerhouse in Moss Side. A number of these events have been run in partnership with Jobcentre Plus, Stepping Stones and the University of Manchester.

Senior BME Recruitment

- We are currently thinking through a range of potential strategies to make an early impact on the number of BME senior managers in the organisation (this is the target area we are making least progress in). This includes the development of a “Scholarship” in partnership with Manchester Universities, which will have targeted marketing o BME students.

Whilst Manchester City Council has been successful in working towards a representative workforce over the last 10 years, the growing BME population of the City means we need to achieve even more to meet our goals. The **Pay and Workforce Strategy 2005-08** provides a focus for ensuring the workforce of the future is representative of the communities we serve.

Other areas of the Council's race work include:

Profile

The Council has deliberately given race equality a very high public profile. We have mechanisms in place to open up our work on race issues to external scrutiny and challenge. The Council consults with and involves BME communities in setting local agendas. We are proactive in working with these communities to combat racism.

Consultation

Consultation with black and minority ethnic communities has been the cornerstone of the city's approach to tackling racism and racial discrimination. Central to its success is the relationship the Council has developed with communities and our commitment to take a lead from them. For example, BME communities were involved at the start of the Agenda 2010 process and have been key drivers rather than sounding boards.

In terms of service delivery, a corporate consultation strategy requires each department to produce and keep up to date a consultation plan; setting out the major consultation exercises it has planned. These must include arrangements to consult BME communities, in addition to the consultation work undertaken to conduct equality impact assessments. The corporate strategy is backed up by clear guidance on how to consult with black and minority ethnic communities based on good practice from within the authority and beyond. Examples of our consultation processes are below:

- BME tenants Group: Manchester Housing's consultation with black community groups.
- Black Community Care Consultation Forum: Manchester Social Services consultation with black health and social care providers

User and Community Satisfaction

Manchester has one of the most diverse range of communities in the country. This is a great asset to the City. It brings creativity and vitality. It also makes the task of consultation with all communities all the more important. Consultation is an essential part of improving services. It helps make sure that quality and relevant services are targeted to the areas where they are most required and tailored specifically to meet local needs.

Every year the Council undertakes a survey of its residents with a statutory survey undertaken every three years. The 2004-05 survey was undertaken using Manchester's Citizens' Panel of over 3000 residents, while the most

recent statutory survey was undertaken in 2003-04. Information on the ethnicity of respondents is collected and is used for analytical purposes to track changes over time and to identify any gaps in service provision.

According to the 2004-05 and the 2003-04 annual residents' surveys, the top three elements that make an area a good place to live are: -

1. Low level of crime
2. Clean streets
3. Affordable decent housing

In the 2003-04 survey, BME respondents are significantly more likely (compared to the total sample) to believe that the following factors are important in creating a good place to live: -

- Education provision (36% compared to total sample of 27%)
- Job prospects (31% compared to total sample of 24%)
- Race relations (29% compared to total sample of 11%)
- Community activities (18% compared to total sample of 12%)

Residents were also asked which elements need most improvement in their area. The top three answers were: -

1. Level of crime
2. Clean streets
3. Activities for teenagers

In the 2003-04 survey, BME respondents are significantly more likely to believe that the following aspects need most improvement: -

- Education provision (20% compared to total sample of 9%)
- Job prospects (24% compared to total sample of 17%)
- Race relations (20% compared to total sample of 7%)

Agenda 2010 has demonstrated that the key concerns of black and minority ethnic communities are the same as the community as a whole - jobs, education, crime and health. The Agenda 2010 working groups on health and social care, crime and disorder, education and employment are made up of key representatives from mainstream delivery agencies and appropriate community organisations. The Council will continuously monitor progress on Agenda 2010 objectives in order to judge how far we are achieving our aims and objectives.

Partnerships

The cosmopolitan nature of the city is recognised as one of our key strengths. It is one of the major themes running through the whole of the Community Strategy. Agenda 2010, as a community planning process with BME communities working in partnership with the Council and other public bodies,

was developed almost two years ahead of the Local Strategic Partnership and Community Strategy for the City. It has been the pioneer of our mainstream community planning strategy and has informed, shaped and enhanced its development. It has been a successful pathfinder and has led to the development of some crucial community partnerships, increasing trust and understanding. We believe that this is unique as race issues have led the process rather than followed on at the rear. The success of our partnership approach has led to greater responsibility being shared with the key community groups for service delivery and standards. Greater emphasis is being placed, by all concerned, on improving the quality of life of BME communities in Manchester.

Leadership

The immediate and most visible action is that the drive comes from the top. There is clear Member leadership in the form of the Deputy Leader of the Council who is also the lead Member on equalities for the Council right down to the Lead Member on Race Issues. Both members have been visible and active in pulling together action on employment, service provision and community leadership. Strong, visible, leadership has come from the Deputy Chief Executive who has led the development of Agenda 2010 and the Council's mainstream service response to the Race Relations (Amendment) Act 2000. He has also, personally led the Corporate Black Staff Steering Group and encouraged and nurtured the development of black staff groups.

Reporting and Recording of Hate Crimes

Manchester City Council is committed to ensuring that the recommendations from the Stephen Lawrence Inquiry are fully implemented in the City. A new Partnership chaired by the Metropolitan Divisional Commander of GMP has been established between, the City Council, Greater Manchester Police, Community Network for Manchester, Greater Manchester Probation Service, Lesbian and Gay Foundation, Victim Support Service and to develop Manchester's initial response and existing mechanisms for reporting hate crime. The outcome is a shared reporting system for recording hate crime incidents through a 24-hour report line, managed by the Crime and Disorder Partnership in conjunction with a 24-hour staffed call centre, which logs calls and refers them to appropriate service providers for investigation. In every case a report is sent to the police and entered on the database. The report line allows for the complainants' identity to be anonymous, if requested. The police will run a monthly crime pattern analysis, and this will inform strategies and actions undertaken by local service managers, Local Area Partnerships and Case Intervention Groups.

In 2004-05, a total of 350 reports were made to the report line. Of these, 143 incidents were recorded onto the database for further action and 129 of these have resulted in some form of further action being taken. Over the next 12 months the priorities for the Crime and Disorder Partnership will be to build

further awareness of the reporting system to our partners in the public, private and voluntary sectors and roll the system out to these organisations. Work will also be undertaken to develop methods for reporting incidents that will make it easier and more accessible for people to report incidents. A significant priority for the Partnership will be to undertake intensive work with our education department and schools to implement the system into every school in the City and also trial a text reporting system for reporting all forms of bullying in schools. As well as building awareness and developing methods for reporting incidents, work will be undertaken with council services to improve the follow up action taken as a result of incidents being reported.

Equality Standards

The **equality standard for local government** was launched in 2002 as a best value performance indicator. As a performance management tool the standard:

- Explains the steps that local authorities need to take to identify and remove barriers to ensuring fair and equal treatment in services and employment with regard to gender, race and disability:
- Seeks to establish a common approach to mainstreaming equality practice into council policy and practice at all levels
- Establishes a checklist of five levels to provide a systematic framework for mainstreaming of equalities.

Manchester City Council has extended the standard so that it is inclusive of and applied to lesbian and gay issues. There are five levels to the standard and the City Council is at Level two and is aiming to reach Level three by March 2007. The equality standard is currently being revised however, until the revised standard is published, we will continue to use it as a tool for driving service improvements.

The Manchester approach to ensuring compliance with the equality standard involves work in interdepartmental groups on four equality areas. The interdepartmental groups are: The Race Equality Group, the Interdepartmental Group on Lesbian and Gay Issues, the Disability Service Improvement Group and the Interdepartmental Group on Gender Issues. The purpose of the interdepartmental groups is to improve services. Each theme is underpinned by departmental action plans detailing work that needs to take place, identifying gaps and suggesting improvements in current service provision. It provides a formal structure for continuous improvement in inclusion and equalities.

Conducting Equality Impact Assessments (EIAs) is a key requirement for progress against the equality standard. Manchester City Council is committed to a continuous programme of EIAs. Each department is required to conduct a minimum of eight EIAs a year. The primary function of an impact assessment is to determine whether any of our services have a differential impact on any community, group or individual by race, disability, gender or sexuality. The aim is to identify any differences in impact and, where they are negative, rectify them. Where negative impacts are identified actions to overcome this are noted

in the relevant action plans and practical implementation is monitored and evaluated through scrutiny at interdepartmental equality groups. Where positive impacts are found, ways of safeguarding these are recorded and the information is shared as good practice.

Taking race work forward 2005 – 2008

The City Council has established an integrated approach to equality work through the adoption of equality action planning frameworks that are linked to mainstream service and budgetary planning processes. Through this process the Council has sought to develop a structured approach to setting equality objectives by enabling departmental management teams to examine key features of service delivery and organisational development. One of the key drivers for changes to the race equality agenda for councils has been that of service providers both strategically and operationally reviewing each of their services to assess any diverse impacts on race and implement any changes that will help connect and respond to the needs and priorities of local BME residents and help action the challenges posed by legislation and national policy.

Manchester City Council's Race Equality Scheme is at the forefront of this process. The resulting **Corporate Race Equality Plan** and departmental race equality action plans set out how the Council will deliver the duties from the Race Relations (Amendment) Act 2000 towards the elimination of unlawful discrimination and promote equality of opportunity and good relations between persons of different racial groups.

The Act introduced specific duties to help public authorities meet their general duty to promote race equality.

Under the specific duties, the Council must have in place a Race Equality Scheme which:

- States which of its functions and policies have been assessed and prioritised as being relevant to the general duty of promoting race equality.
- Sets out the Council's arrangements for:
 - i. Monitoring its policies for any adverse impact on race equality
 - ii. Assessing and consulting on the likely impact of proposed policies
 - iii. Publishing the results of its assessments, consultations and monitoring
 - iv. Making sure that the public has access to information and services
 - v. Training its staff on the general duty

The Council also has specific employment duties it has to fulfil, such as:

- Monitoring existing staff by ethnicity
- Applicants for jobs, promotion and training, by racial group.

As the Council has more than 150 full-time staff we are also required to monitor and analyse by racial groups:

- Grievances
- Disciplinary action

- Performance appraisal (when they lead to benefits or penalties)
- Training
- Staff leaving the authority

This second Race Equality Scheme sets out how Manchester intends to continue to deliver on its race objectives and the requirements of the Race Relations (Amendment) Act 2000.

The assessment of functions and policies for relevance

Section 71 (1) of the Race Relations (Amendment) Act 2000 says that public authorities must have 'due regard' to their duty to promote race equality. This means that the Council is expected to give appropriate weight to promoting race equality when carrying out its functions. In other words, the weight we give to race equality should be in proportion to how relevant the function is to the general duty to eliminate unlawful racial discrimination; and to promote equality of opportunity and good relations between persons of different racial groups.

At Manchester City Council, a comprehensive assessment of functions and policies for relevance to the general duty was carried out in April 2002 and Equality Impact Assessments (EIA's) conducted on the basis of the priorities given to each function. Since these initial assessments, departments have systematically reviewed their lists of functions and policies. Each department now has a revised list of what is relevant to the general duty to promote race equality as well as a system for assessing the relevance of their functions and policies to other equalities areas including disability; gender and sexuality; part of our duties under the Local Government Equality Standard. We will continue to review and reprioritise each list of functions and policies at a departmental level on an annual basis in order to ensure that the functions with the most relevance to race are kept high on the agenda.

On a quarterly basis council departments come together to the interdepartmental Race Equality Group to discuss the race work undertaken in their departments as a result of the prioritisation of functions, to share good practice, to monitor progress on the promotion of the general duty and to advise on implementation across departments. The prioritised list of functions and policies acts as a tool to assist departments to make service improvements in promoting race equality.

Arrangements for monitoring the impact of policies

This duty relates specifically to the policies we have decided are relevant to the general duty. Monitoring tells us how our policies are affecting different racial groups and whether they are having an adverse impact on some groups.

Monitoring by racial group can test:

- The under – or over – representation of different racial groups (for example, in reporting problems, using services or facing enforcement action)
- Satisfaction with a service, whatever a person’s racial group;
- How effectively a service is delivered to different communities; and
- How services are provided (for example, whether they take account of language or cultural needs).

Monitoring is an important way of measuring the effects of policies in practice. It can tell you if you are operating within the law and within your own policies on equality. Without ethnic monitoring data, there is no reliable way of knowing whether discrimination might take place, or whether your policies to prevent or tackle it are working. Monitoring can also help you to find out why and how discrimination takes place.

During the first year of the Council’s first Race Equality Scheme an assessment of function and policies showed that there were a number of gaps in the Council’s systems for monitoring the ethnicity of service users. Throughout the lifetime of the Scheme, progress has been made in departments to extend monitoring systems for services, policies and functions that have relevance to race. A baseline study of which services are being monitored for ethnicity was conducted for each department in 2004 and will continue to be monitored for progress on a quarterly basis at the interdepartmental Race Equality Group. Evidence of progress made can be located in **departmental race equality action plans**.

For each policy, we will:

- Monitor its effects on different racial groups
- Check whether there are any differences in its impact on different racial groups and
- Assess whether these difference have an adverse impact on some racial groups

If as a result of monitoring we become aware of a significant new community in Manchester, whose ethnicity we did not previously monitor, we will discuss at our quarterly Race Equality Group meetings the service improvement issues for this community in order to decide on whether to incorporate any new ethnic categories into our corporate categories. We do not include new ethnic categories for the sake of it, but for the significant service improvement or delivery issues for new groups.

Arrangements for assessing and consulting on the impact of proposed policies

The general and specific duties of the Act are designed to tackle the long terms challenge of removing ‘institutional racism’ from public services. The challenge for Manchester is to question our policies and sometimes, the cultural assumptions behind them. Policies are always being adapted or replaced because of new laws and changing environments. To turn policies into

effective and fair public services, constant monitoring and assessments of policies and services is the best way of meeting our aims and improving the quality and accessibility of our services.

This part of the Race Equality Scheme will help to take account of this in our efforts to meet the general duty of the Act. The aim is to build race equality into the policy-making process, and to make that process clear, open and inclusive.

The Local Government Equality Standard also recognises the importance of fair and equal treatment in local government services and employment and has been developed primarily as a tool to enable local authorities to mainstream race, gender, and disability into council policy and practice at all levels.

Manchester City Council is using the Equality Standard for three purposes:

1. To monitor our progress on equality issues
2. To ensure that all equalities are seen as equally important
3. As a driver to help us improve our services

Equality Impact Assessments (EIA's) are a tool, which lets us check at a very practical level whether the services we are delivering are equally accessible to everyone. The starting point for all EIA's is 'Who uses this service?' The data about who uses a service should then be compared to the pool of people who might use the service. If we see that a particular group of people are using a service a lot more than another group of people (differential impact), we need to work out why. If there are adverse reasons why a group of people are not using a service, we have to work out how to overcome these.

Each Department will make a list of all their services, functions or policies and prioritise them for relevance to race, gender and disability. They will then identify eight services, functions or policies to assess for impact every calendar year. Between January and September the EIA's should be carried out. In September EIA's will be submitted to the Service Improvement and Inclusion Team, who will check whether they meet the requirements of the Equality Standard and the Race Relations (Amendment) Act 2000. Between September and December of each year, the Service Improvement and Inclusion Team will work through the submitted EIA's, returning them to Departments if further work is needed.

Annually, in December, each Department will update their list of services, functions and policies, and will submit their proposals for the next eight prioritised EIA's, with the details of the people who they would like to carry them out. The Service Improvement and Inclusion Team will check these and agree them. The following January each Department will begin the process again.

Arrangements for publishing assessment, consultation and monitoring

We will publish all our race work including the results of impact assessments, consultation and monitoring in departmental race equality action plans, which will be updated twice yearly and will be published on the internet on the Council's website. Other printed formats will be made available on request to:

Service Improvement & Inclusion Team
Chief Executive's Department
Manchester City Council
P.O. Box 532
Town Hall
Manchester M60 2LA
Telephone: 0161 234 3770
Textphone: 0161 234 3036
Fax: 0161 234 3015
Email: s.butt@manchester.gov.uk

We will publish the following information:

A detailed race equality action plan for each department to include:

- ✓ Details of assessments carried out containing the following information:
 - A description and explanation of the proposed policy and a brief account of how we assessed its possible effects
 - A summary of the results of our assessment of the policy, including the likely impact of the proposed policy on promoting race equality
 - A review of the proposed policy in the light of our assessment
 - A statement of what we plan to do next regarding this policy
- ✓ Details of the consultation carried out in assessment of policies
- ✓ An explanation of the monitoring systems used as part of the assessment and the evidence of any adverse impact highlighted

The Council will continue to inform the public about the availability of this material through:

- Manchester People (Council's own newsletter)
- Manchester City Council Performance Plan
- Race Equality Scheme annual review of progress
- Cascade (staff newsletter)
- Manchester Housing Tenants News
- Manchester City Council website
- Press releases
- Display of public notices

Arrangements to ensure access to information and services

We need to ensure that everyone, whatever their racial group, can get information about Manchester City Council and its services. In practice, this means that we need to identify and focus on people who do not appear to know about our work or our services, or people who face barriers in accessing it (such as language barriers or learning disabilities).

Information, in its widest sense, includes our functions, powers, duties, policies, services and complaints procedures, as well as information about people's right to our functions, policies, procedures and services.

The reason for making this part of the race equality scheme is to make sure that public services work for everyone. We would be failing in our duty to make our services available to everyone if people from ethnic minorities did not know about particular services, were not confident about using them, or met barriers when trying to use them.

We can address this duty under the Act by:

- Consulting ethnic minorities about what information or services they need
- Monitoring how people from minority ethnic communities use our services and information
- Identifying and removing any barriers that people from some racial groups might face when they try to get information or use our services
- Changing the way we make information and services available, so no one is excluded

By conducting the above duties such as determining the relevance of our functions and services for relevance to race, monitoring who uses and is able to access our services and by conducting EIA's of proposed policies, we go some way to ensuring that ethnic minorities do have access to information and services, however, to ensure we have sufficient knowledge of the possible barriers people from ethnic minorities may face, we will also monitor and analyse complaints about services or information by racial group and get feedback from people who use our services and information, including people from ethnic minorities.

Customer Satisfaction Surveys

Every three years the Council undertakes a survey of its residents about the quality of the services they provide. In 2003, the second survey of its kind, known as the BVPI (Best Value Performance Indicator) Statutory General Residents' Survey was conducted. The Council asks an ethnicity question in this survey and the results collated accordingly. Overall, satisfaction rates amongst ethnic minorities have improved at a faster rate from 2000 to 2003, than it has for non-ethnic minorities.

In the years in between the statutory survey, the Council undertakes a Citizens Panel postal survey of 3,000 residents. The Citizens Panel postal survey asks some similar questions to those in the BVPI Survey and gives an annual indication of residents' satisfaction with the Council. In comparison to 2003, the percentage of residents who are very satisfied with the Council has increased from 7% to 10% in 2004. At the same time there has been a corresponding decrease in the proportion of residents who are very dissatisfied, with them falling from 6% to 3%.

In 2006, we will conduct a BVPI Statutory General Residents Survey to assess overall satisfaction rates and to monitor how ethnic minorities view the Council. We will also undertake annual Citizens Panel postal surveys to monitor all residents, including minority ethnic residents' satisfaction with the Council.

Arrangements for training staff on relevant issues

This part of the duty focuses on training for staff to meet the general duty of the Act. This means that Manchester City Council staff should have the skills and knowledge to help them to eliminate unlawful racial discrimination, and promote equal opportunities and good race relations. We would also want to train staff who have special responsibilities for managing and introducing our race equality scheme, such as the departmental leads on the corporate race equality group, DMT and those in departments responsible for conducting EIA's. In the widest sense, all Manchester City Council staff should do their jobs without discriminating unlawfully and to this end, also need training on race issues.

Implementing the Specific Employment Duties

Article 5 of the Race Relations Act 1976 (Statutory Duties) Order 2001 says:

5. (1) A person to which this article applies shall,
 - (a) before 31 May 2002, have in place arrangements for fulfilling, as soon as is reasonably practicable, its duties under paragraph (2) and
 - (b) fulfil those duties in accordance with such arrangements.

- (2) It shall be the duty of such a person to monitor, by reference to the racial group to which they belong,
 - (a) the numbers of –
 - (i) staff in post, and
 - (ii) applicants for employment, training and promotion, from each such group, and

- (b) Where that person has 150 or more full-time staff, the numbers of staff from each such group who –
- (i) receive training;
 - (ii) benefits or suffer detriment as a result of its performance assessment procedures;
 - (iii) are involved in grievance procedures;
 - (iv) are the subject of disciplinary procedures; or
 - (v) cease employment with that person.

(3) Such a person shall publish annually the results of its monitoring under paragraph (2).

This second Race Equality Scheme outlines the arrangements we have in place for fulfilling each part of our duties under the Act. The following paragraphs set out how we aim to fulfil our specific employment duties.

It is our duty in accordance with the Act to monitor the ethnic backgrounds of our workforce and of everyone applying for jobs, training and promotion in Manchester City Council. Because we employ more than 150 people, it is also our duty to monitor the ethnic backgrounds of those staff who receive training, benefit or suffer from performance appraisals, are involved in grievances, are subjected to disciplinary action and persons who end their service with Manchester City Council, for whatever reason.

To enable us to eliminate unlawful racial discrimination, and promote equal opportunities and good race relations, we will need to use this information we collect:

- To see if there are differences between different racial groups;
- To investigate the reasons behind the differences; and
- To deal with any unfairness, disadvantage or possible discrimination, for example by setting employment targets, training staff, revising policies and procedures and using positive action, where necessary.

This part of the duty introduces openness and fairness to the employment process and also gives greater support to the government's goal of developing public services that reflect Britain's multi-ethnic society and meets its needs.

Ethnic monitoring in the City Council is carried out through the Authority's computerised employee information system. The data contained is used for producing statistical reports for monitoring purposes and as the basis for management action to achieve improvements (e.g. against equality targets).

Long standing monitoring arrangements cover most of the requirements under the CRE. We will continue the ethnic monitoring arrangements we had in place during our first Race Equality Scheme to include:

Monitoring staff in post by ethnic origin, by departments and by grade.

The ethnic origin of applicants for jobs at application, short-listing and appointment stages, by department and by grade.

- Employees involved in disciplinary procedures
- Staff receiving training
- Staff involved in grievance procedures
- The ethnic origin of people leaving the employment of the Council
- Dismissals

In relation to promotion, Manchester City Council has a system whereby all posts are filled by open competition. The Council is investigating how to put in place systems to monitor by ethnicity staff that successfully apply for higher-grade posts within the authority. By implementing such systems we will fulfil all of our employment duties under the Race Relations (Amendment) Act 2000.

Responsibilities & Reporting Mechanisms

The CRE is responsible for monitoring and enforcing the Race Relations Amendment Act (RRA) 2000.

All Departments are responsible for maintaining the above monitoring systems through the timely capture and inputting of data into the City Council's computerised employee information system. Corporate Personnel will produce internal monitoring reports on all the above areas bi-annually on a global and departmental basis. These reports will be issued to departments for checking progress against equality plans and targets, and for identifying any areas where discrimination may be occurring.

Departments are responsible for developing annual race equality and equality targets action plans. These are reported and reviewed annually through the Departmental Human Resources Planning process.

The Race Equality in Employment report is published annually through its Personnel Committee setting out the results of monitoring, together with action points for achieving required improvements arising out of these results.