



# Municipality of Manchester

## Intercultural Profile

### September 2019

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#### 1. Introduction

This report is based on the visit to Manchester of the Council of Europe's expert team composed of Francesca Lionetti (Council of Europe), Anne Bathily and Niall Crowley (independent experts), and Isobel Platts-Dunn (UK network of intercultural cities) on 12<sup>th</sup> and 13<sup>th</sup> September 2019. It should be read in conjunction with the 'Results of the Intercultural Cities Index' for Manchester, prepared in August 2019 by the Council of Europe.

Manchester is positioned 54<sup>th</sup> among the 103 cities in the Index sample, with an aggregate intercultural city index of 57%. It had above average results in most of the areas covered by the ICC Index apart from commitment, neighbourhood policies, welcoming, public space, language, and governance where it fell below the city sample's scoring. Its strongest areas were its education policies, public services, relationship with the labour market and business, cultural policies, relationships with the media, international outlook, and intelligence and competence. The study visit did not allow experts to review all the areas covered in the Index. This report is, therefore, based on additional desk research as well as documents sent by the city after the ICC visit. Findings and suggestions included in this report are, therefore, non-exhaustive and will require further discussions.

This report aims to understand Manchester's approach to interculturalism, which is not straightforward given the lack of references to this concept in the City Council's documents and statements. On the other hand, the city has a longstanding history of migration, diversity, and is strongly committed to core principles of equality, diversity advantage and inclusion. The Council's organisational structure is also strongly equipped for dealing with diversity in an intercultural manner and providing services adapted to diverse needs. Is Manchester's intercultural approach diluted in its equality approach or does Manchester offer another model of diversity management? Future dialogue and collaboration between Manchester and the Council of Europe will certainly offer an interesting opportunity to enrich our understanding of how cities respond to increasing diverse populations' needs and harness their potential.

#### 2. Background

The City of Manchester, located 260 km northwest of London, is usually considered as the second city of the United Kingdom in terms of economic growth, demography, diversity and dynamism. The city, which experienced periods of urban decay following a rapid deindustrialisation in the 20<sup>th</sup> Century

has been experiencing regeneration and extensive development since the 90s. Manchester's economic growth was 2.2% in 2016 - much higher than national growth that has been estimated at 0.9%.<sup>1</sup> The city is known to be resilient and was internationally praised for its coordinated response to the 2017 Arena terrorist attack. Since 2000, The city has experienced the greatest percentage population growth outside London, and by 2016 had an estimated population of 541,319 inhabitants. Historically, Manchester is home to migrants and refugees from all over the world.<sup>2</sup> Nowadays, the city continues to attract nationals, Europeans, foreign workers, students and businesses. Manchester also has a large, diverse and active voluntary and community sector with over 3,000 organisations and approximately 100,000 volunteers.<sup>3</sup> This gives an idea of how difficult it is to keep track of everything that is happening in the city.

The city is governed by the Manchester City Council, the local authority for the metropolitan borough of Manchester. The borough is divided into 32 wards, which elect a total of 96 councillors, three for each ward. Currently, the council is controlled by the Labour Party and is led by Richard Leese. The Greater Manchester Combined Authority, with a directly elected mayor, has responsibilities for economic strategy and transport, amongst other areas, on a Greater Manchester-wide basis. Greater Manchester has recently secured a constitutional breakthrough taking on major new powers for transport, housing, work and skills, planning, health and social care, policing and – more recently – business rates. This means that powers are being transferred from the Government to Greater Manchester.

Like mainly other cities in the UK, Manchester has faced considerable budget cuts and restructuring since 2010. However, the Council has retained its equality team, which shows its strong commitment to equality.

### 3. Local Context

Manchester is a city of contrast. The city is in a state of constant development and regeneration with an increasingly diverse population, and a significant and growing economy. Between 2016 and 2017, Manchester's overall Gross Value Added per head (GVA) grew by 4.3%, compared to 3.6% for the UK, which is the third-highest growth of all the UK Core Cities.<sup>4</sup> 85,000 new jobs were created in the city between 1996 and 2016, and another 65,000 new jobs are expected by 2036. The region is home to more multi-millionaires than anywhere outside London, and Manchester ranks high on the list of UK cities for quality of life. The [2019 State Of The City Report](#) , which shows progress made in the implementation of the nine-year strategy, [Our Manchester](#) (2016-2025), provides an impressive overview of recent positive developments: more jobs in new sectors have been created; More homes have been built; transport infrastructure has been transformed; stronger international connections via Manchester Airport as a major international gateway; schools and higher education have expanded and improved, with primary school attainment in Manchester surpassing the national average and

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<sup>1</sup>Elisa Bullen, [2016 Mid-Year Estimate revised](#), Public Intelligence, PRI Chief Executive's Department March 2018.

<sup>2</sup> Elisa Bullen, [Manchester Migration A Profile of Manchester's migration patterns](#), Public Intelligence Performance and Intelligence Chief Executive's Department, March 2015.

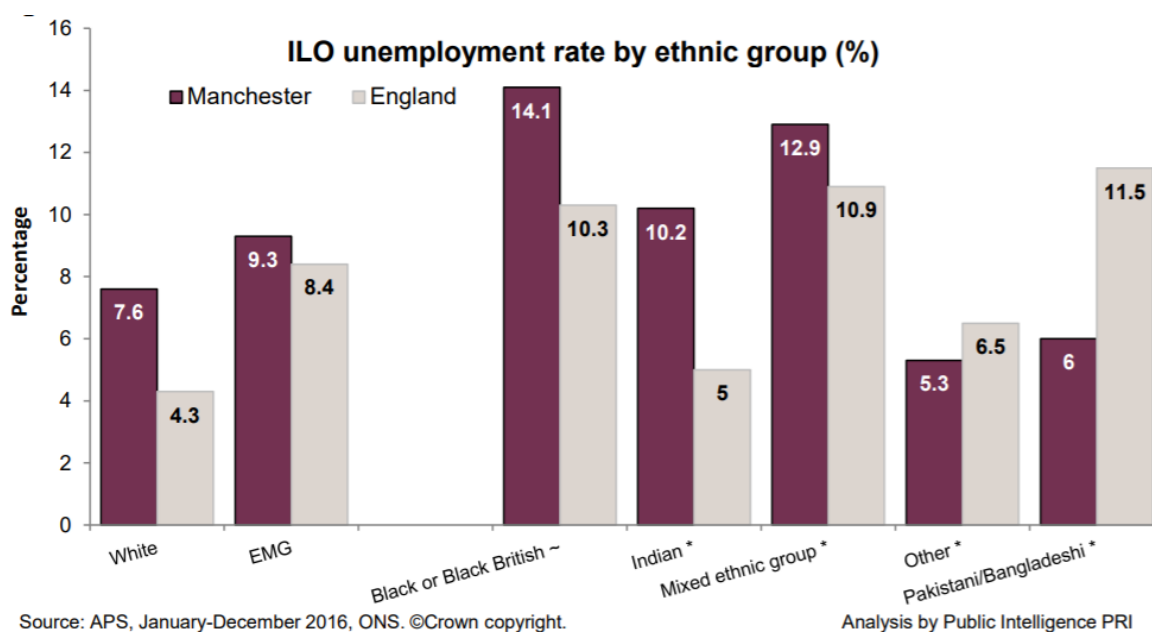
<sup>3</sup> [Community of interest report 2016](#).

<sup>4</sup> [Our Manchester, State Of The City Report 2019](#), Manchester City Council.

secondary schools showing a dramatic improvement in performance; science, research and development have all been heavily invested in.

On the other hand, Manchester’s economic strengths are not being converted into inclusive growth and a significant part of the population does not benefit from this growing prosperity. Manchester is ranked as England’s fifth most deprived local authority<sup>5</sup>, has higher proportions of unemployed residents in all age groups compared to the England average<sup>6</sup> (8.3%, compared to the England average of 5%), and has seen an increase in both hate crimes and hate incidents in recent years.<sup>7</sup> In-work poverty is also an issue with between a third and 50% of children growing up in families living in poverty.<sup>8</sup> Manchester has also one of the lowest healthy life expectancies in the UK.

Not surprisingly, minority ethnic groups experience a greater number of health, economic, and social inequalities compared to white groups. Recent data<sup>9</sup> shows that inactivity rates are higher in Manchester for the Indian, Black or Black British, Pakistani/Bangladeshi and ‘Other’ groups compared to England. The ‘Other’ groups had the highest economic inactivity rates (44.4%, with the corresponding figure for England being 33%).



The [Our Manchester](#) strategy, the result of an extensive consultation, contains Manchester’s vision and key objectives to tackle these challenges. In addition, the Council has developed separate strategies (including [Family Poverty Strategy 2017-2022](#), [homelessness strategy 2018 - 23](#), [Community Safety Strategy](#), [Manchester's Hate Crime Strategy 2016–2019](#), [Housing Strategy principles, etc.](#)) to address specific issues.

<sup>5</sup> [The Indices of Multiple Deprivation 2015](#).

<sup>6</sup> Unemployment, as measured in the APS, is based on the International Labour Organisation (ILO) definition. This measures the number of jobless people who are available to start work in the next two weeks and have either looked for work in the past four weeks or are waiting to start work.

<sup>7</sup> [Manchester's Hate Crime Strategy 2016–2019](#)

<sup>8</sup> Manchester [Family Poverty Strategy 2017-2022](#).

<sup>9</sup> [Annual Population Survey January to December 2016](#)

## 4. A growing diversity

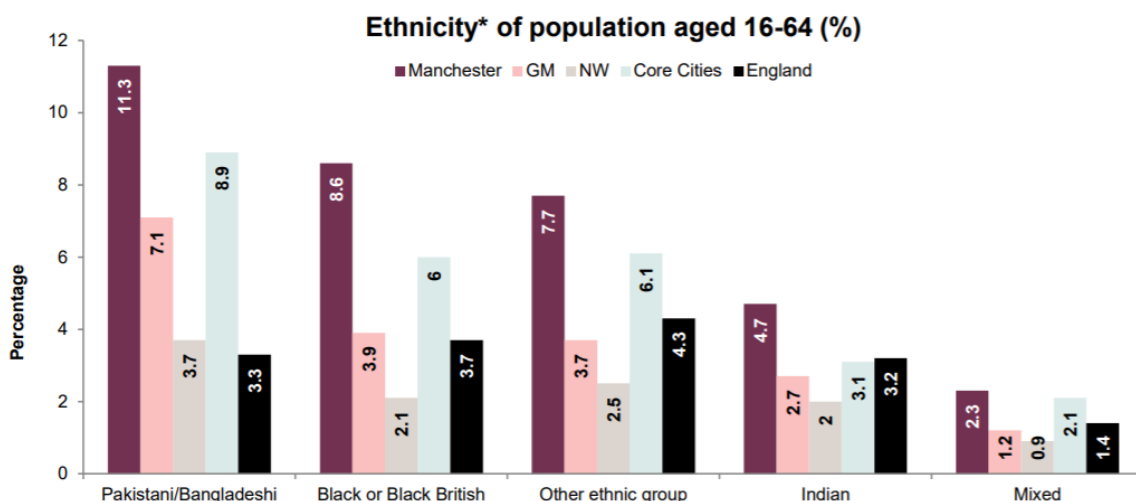
Manchester has an increasingly diverse population. The city is multi-ethnic, multi-faith, multilingual.

Since 2001, the proportion of Manchester residents within the White broad ethnic group fell from 81.0% to 66.7% in 2011,<sup>10</sup> and population projections based on Office for National Statistics data indicate that Manchester's BAME (Black, Asian and Minority ethnic) population is estimated to rise from approximately 30% at the time of the 2011 Census, to over 40% by the time the 2021 Census is taken.

According to the [2011 census](#), the racial and ethnic composition of Manchester was:

- 66.7% White (59.3% White British, 2.4% White Irish, 0.1% Irish Traveller or Gypsy, 4.9% other white)
- 4.7% Mixed race (1.8% white and black Caribbean, 0.9% white and black African, 1.0% white and Asian, 1.0% other mixed race)
- 17.1% Asian (8.5% Pakistani, 2.7% Chinese, 2.3% Indian, 1.3% Bangladeshi, 2.3% other Asian)
- 8.6% Black (5.1% African, 1.6% other black)
- 1.9% Arab
- 1.2% other ethnicity

Manchester's Asian/Asian British Pakistani subgroup, by far the largest of the ethnic groups after White British (nearly 43,000 residents), doubled in size between 2001 and 2011.



Source: Annual Population Survey (APS), January-December 2016, ONS. ©Crown copyright  
\* N.B. excludes 'White' group. Numbers may not total due to rounding.

Analysis by Public Intelligence PRI

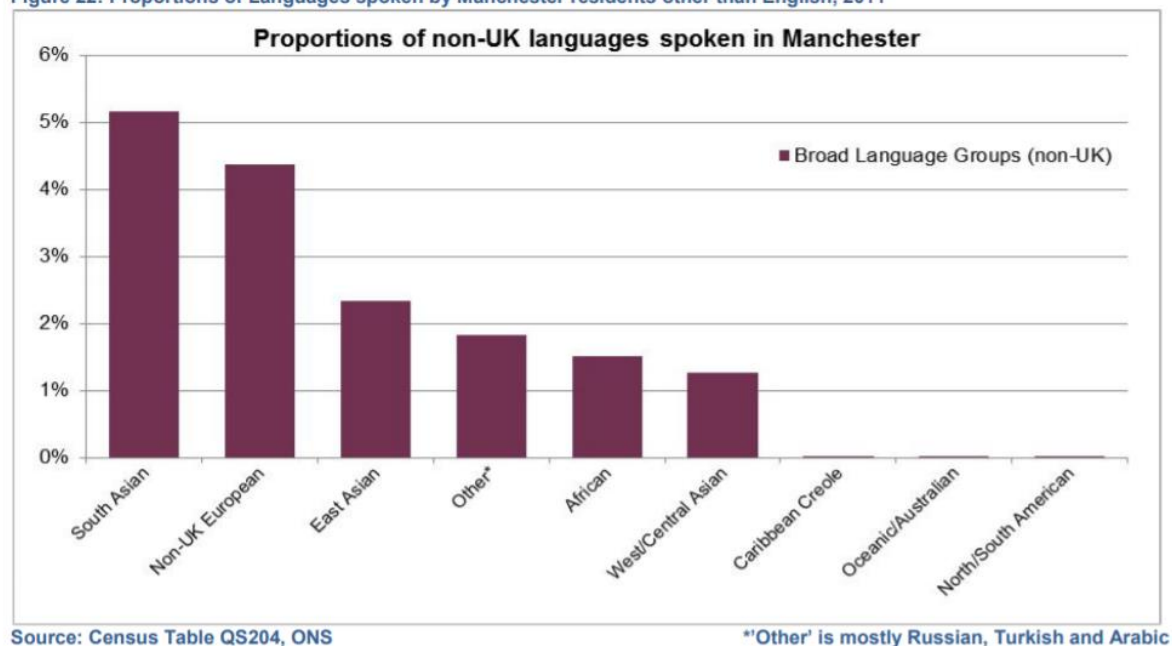
Manchester's population includes a large proportion of second and third generation communities, but the city continues to experience a significant rate of internal migration. It is also a young population:

<sup>10</sup> 19.4 percentage points below the average for England and Wales and 23.6 percentage points lower than the North West, [Local Dynamics of Diversity, Evidence from the 2011 Census](#), Prepared by ESRC Centre on Dynamics of Ethnicity (CoDE), Manchester University, October 2013.

48.4% of the population aged 16 and over were aged 16- 34 (England average was only 39.8%) with 25.7% aged 25-34, compared to only 21% in England.<sup>11</sup> The high number of university students (40,000 students a year from 160 countries) and young foreign workers boost the number of residents aged in their twenties and thirties.

Around 200 different languages are spoken in the city, and that more than half of the residents are estimated to know and use more than one language. Close to 20% of Manchester’s adult population declared a language other than English to be their “main language” in the 2011 Census. Data from the Education Service shows that more than 40% of Manchester’s primary school children speak an additional language to English in their homes. Community languages with the largest number of speakers in Manchester are Urdu, Arabic, Chinese, Bengali, Polish, Panjabi, and Somali.

Figure 22: Proportions of Languages spoken by Manchester residents other than English, 2011



Manchester has also one of the most multi-faith populations in the UK. The city has the largest Jewish population in Britain outside of London. While the share of Christians has fallen from 62.4% to 48.7% since 2001, the percentage of Muslims has increased from 9.1% to 15.8%.

In addition, Manchester also has a percentage of gay and lesbian people that is higher than the English national average: 0.23% of people were in a same-sex civil partnership, compared to the national average of 0.16%.

## 5. Manchester’s intercultural profile

The intercultural integration approach advocated by the Council of Europe is based on three guiding principles: **Equality, Diversity Advantage and Intercultural Interaction**.

The key operational elements of Intercultural integration are: **power sharing** (including people of different cultural backgrounds in different roles in institutions and governing structures); fostering **cultural mixing and interaction** in public institutions and the public space; and making **institutions**

<sup>11</sup> L. Frost, [Annual Population Survey](#), January to December 2016, Public Intelligence Performance and Intelligence, PRI.

**culturally competent and receptive to innovation** through diverse inputs, as well as resilient to cultural conflict, prejudice and discrimination.<sup>12</sup>

Understanding to what extent Manchester has adopted an intercultural approach is not straightforward. While the city Council is strongly committed to principles of equality, inclusiveness, and openly values the diversity of its population, there is little reference to cultural diversity and interaction. None of the Manchester's strategies make mention of the word "interculturalism". Our Manchester strategy, the core 36-page document providing Manchester's vision for 2016-2025, refers twice each to "cohesion" and "cohesive communities", 8 times to the term "diversity" and 49 times to the term "growth". There is no reference to "inclusion" or "inclusiveness". In addition, cohesion is often associated with the fight against anti-social behaviour and hate crimes. In the state city report 2019, the document showing the state of implementation of Our Manchester's objectives, community cohesion is under the section Safe and Cohesive Neighbourhood, which mainly addresses safety issues. A common understanding of interculturalism did not emerge during the study visit, and it became clear that interculturalism is not a concept Manchester adopts when designing policies and services. The importance of having an intercultural strategy did not seem relevant to most people attending the meetings, and a senior staff member considered that Manchester's intercultural profile was mainstreamed in its way of working. What makes Manchester an intercultural city requires therefore a closer look including at Manchester's key policies and ways of working. Given the complexity of the City Council and the variety of activities and initiatives, the following section is limited to Manchester's key policies and those most relevant to the scope of this paper, as well as to what experts could gather from the study visit.

## **INTERCULTURAL PRINCIPLES**

While the Council does not refer to interculturalism, its principles are fully in line with the Intercultural guiding principles. Manchester's vision of inclusive growth combines equality and the promotion of diversity. While the Council recognises the need to address more issues through more tailored approaches, the study visit did not allow experts to understand how these principles are translated in practice though. Further insight is therefore needed to understand how Manchester City Council implement its vision.

### **Equality**

*This strategy recognises the critical importance of creating a fair and equitable city where everyone can contribute to and share in success."*

*Sir Richard Leese Leader of Manchester City Council and Chair of the Manchester Leaders Forum<sup>13</sup>*

Achieving equality is considered in Manchester's policy documents and political statements as one of the corner stones that will position Manchester as a successful and competitive city in the future. Tackling inequalities in outcomes and opportunities has been one of Manchester's longstanding core themes (see for instance [Community of interest report 2016](#)), and remain a key objective that is translated in most Council's strategies (see for instance the Our Manchester strategy, the

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<sup>12</sup> [Bridging the equality, diversity and inclusion agendas: background paper](#) - November 2017.

<sup>13</sup> [Our Manchester](#), page 4.

Homelessness strategy, the Hate crime strategy, but also the Equality Impact Assessment, the Equality Delivery Plans, etc.).

The City Council has an impressive evidence base of data (e.g. Intelligence Hub) to track trends and progress in key areas. However, equality objectives are shaped in a quite generic manner, and it remains currently unclear how the City Council can ensure equality across the whole range of “diversities”. ), The study visit and the index report could not conclude whether the city adopts tailored approaches to tackle specific inequalities in such a diverse environment.

In addition and given Manchester’s strong focus on economic growth to achieve equality, it remains unclear how the Council intends bridging its corporate and equality objectives. This was also highlighted by the Local Government Association that undertook a peer challenge in June 2018: “The City Council has adopted Inclusive Growth as a very explicit goal to help ensure that all residents can benefit from the considerable economic growth of the last twenty years. Whilst inclusive growth as a concept is positive, strategies are needed to ensure that the prosperity is shared by everyone, including disadvantaged groups and communities.”<sup>14</sup>

### **Diversity advantage**

*“Manchester is a place where you can be anything you want to be. Think of the cultural diversity, the history of music and creativity, the scientific breakthroughs and the educational achievements.”<sup>15</sup>*

Manchester’s approach to equality is entangled with a diversity advantage lens. Diversity is referred to as Manchester’s DNA and a strong asset to attract businesses and an international crowd (workers, scientists, students) that will upgrade Manchester’s profile as a global city.

#### *Celebrating cultural diversity*

*“Manchester’s great strength is its diversity; we’ve achieved a lot for our different communities. We will maintain and build on with what we’ve achieved so far, going even further to celebrate Manchester’s diversity, telling people how this makes the city better for everyone.”<sup>16</sup>*

The City Council and political leaders explicitly embrace the value of diversity. All messages conveyed portray the city as an open and welcoming space for all. Manchester’s Equality Objectives 2016-2020 are structured into three objectives, one dedicated to Celebrating Our Diversity.

Three aims are proposed to achieve this objective:

*Aim 1: Organise and promote events about the issues that our different groups and communities face. We’ll give people the chance to get involved.*

*Aim 2: Promote Manchester as an inclusive city that cares about equality. Promote the work we do on equalities and make Manchester the place to be for people interested in equality issues and events.*

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<sup>14</sup> [Manchester City Council – Local Government Equality Framework Re-accreditation Peer Challenge June 27/28 2018.](#)

<sup>15</sup> [Our Manchester](#), page 6.

<sup>16</sup> [Our Approach to Equality, Objective 3 Celebrating Our Diversity.](#)

*Aim 3:* Talk about equality issues more – through a range of media, including our website and social media – to celebrate our diverse city and tell people how we’re achieving these objectives, and make sure the information is accessible for all.

Cultural diversity is often celebrated through cultural and religious (Eid or Chinese New Year events), which position Manchester in the top ICC cities for its ***cultural and civil life (Manchester achieved 75%, similar to the city sample score of 73%):***

- [Manchester International Festival](#) brings world premieres to the city every two years.
- [Manchester Mega Mela](#) is the largest celebration of south-east Asian culture in the north of England.
- [Caribbean Carnival](#), an annual two-day carnival.
- [Manchester Irish Festival](#), one of Europe’s biggest celebrations of Irish culture.
- [UK Jewish Film Festival](#) each year.
- [¡Viva! Spanish and Latin American Film Festival at HOME](#).
- [Italian Procession](#), a traditional procession led by the Italian community every June from the neighbourhood of Ancoats to the city’s town hall.
- [HOLI ONE Colour Festival](#), inspired by the Indian Holi fest.

Equality and diversity is also one of the categories for [Manchester Cultural Award](#) organised annually. In addition, in 2017 Manchester joined 27 other cities worldwide (including Baghdad, Dublin, Barcelona, Prague, Melbourne, and Reykjavik) to become a member of the United Nations Educational, Scientific and Cultural Organization (UNESCO) [City of Literature](#) network. A consortium was established including the City Council, the universities, Manchester Literature Festival and the city’s writers, publishers and literary organisations to make this to happen. Through the UNESCO City of Literature network, Manchester takes the opportunity to celebrate the City’s language diversity as it is presented through the written and spoken word. Events, projects and activities are held throughout the year with the aim of getting more people, and an increasingly diverse range of people, reading, writing and enjoying literature.

*Diversity is an asset*

*“Our diverse population with its vast array of languages and cultures is increasingly attractive to those businesses seeking to operate in the global marketplace.”<sup>17</sup>*

The Our Manchester strategy emphasize the importance of diversity to attract businesses, highly skilled workers, tourists, international students and academics. Superdiversity is presented as a core asset in a globalised world. While this aspect shows clearly a strong commitment to the principle of diversity advantage, there is little reference in this document as well as in other core strategies to how existing diversity is being harnessed to foster social cohesion and to constitute a resource for Manchester’s residents. Community groups are supported and valued as service providers part of the

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<sup>17</sup> [Our Manchester](#), page 27.



strategy implementation. From an intercultural perspective, diversity is also a source of innovation. An intercultural city provides space and resources for solutions and innovation coming from the diverse communities to flourish.

## **Intercultural Interaction**

The principle of interaction within the city between people of different backgrounds and lifestyles is what gives intercultural integration its distinctive value. While there is no mention of mixing or interaction in Manchester's key strategies, a number of initiatives led by the Community Safety Team provide an insight on the City Council's approach of interaction. The [RADEQUAL](#) is a campaign and a grant programme aiming at identifying and tackling prejudices, hate and extremism. The programme started in response to the devastating attack at the Manchester Arena.

RADEQUAL is Manchester's campaign which has been co designed with communities to build community resilience and has three key principles referred to as the **three C's**, which build on the Our Manchester approach:

The RADEQUAL Campaign describes the following three principles:

### **#1 CHALLENGE**

Identify and understand the concerns and challenges across and within communities that could create divisions and tensions (hate, prejudice and extremism):

- not just the stats and research, but also the less obvious causes of tension and the attitudes and behaviours that people believe and express that have the potential to lead to conflict or division

### **#2 CONNECT**

Connecting communities, groups and organisations and building relationships to create a network of credible voices:

- not just newcomers but also longstanding residents, coming together, making neighbourhoods and communities stronger. Not just face-to-face but online and via social media too.

### **#3 CHAMPION**

Championing Manchester's radical reputation for campaigning for equality and inclusion and welcoming difference:

- not just by focusing on what we have in common, but by building people up to have the difficult debates and ask the tough questions that help us to find better alternatives and the right support and advice.

[RADEQUAL](#)

RADEQUAL offers an important opportunity for community organisations to develop initiatives that empower their communities, gather information, raise awareness and prevent social tensions. Among other initiatives, the City Council provides residents with [a mediation service](#) delivered by independent external mediators. In addition, a **Faith Network** established in 2004 and constituted of representatives of eight different faiths organises inter-faith dialogues.

While all of these initiatives represent a solid ground to counter prejudices and hate crimes, the UK national policy context means initiatives like this are funded through the Prevent programme, which constitutes the national counter-terrorism strategy. As a result, the study visit revealed a tension between a security-driven vision of cohesion, that is shaped at the national level, and Manchester's positive narrative about cohesive and resilient communities. This tension is obviously difficult to solve given the funding mechanism attached to it.

The prevalence of security aspects over cohesion is also reflected in the City Council organigram as the cohesion team sits under the Community Safety Team and is combined with Prevent (Prevent & Community Cohesion).

## **COMMITMENT AND GOVERNANCE**

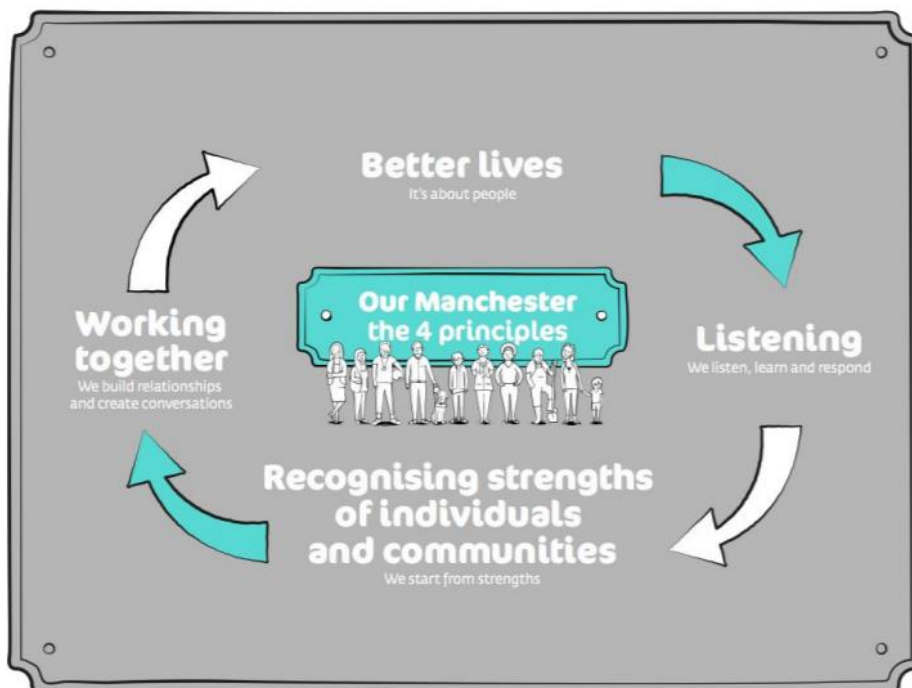
A closer look at Manchester's organisational structure and policies nuances and challenges the result from the Index report. Manchester is strongly committed in adapting its ways of working to ensure progress is made towards the Our Manchester vision.

Since 2015, Manchester City Council is accredited at the Excellent level award by the Local Government Equality Framework (EFLG) in the five areas of assessment:

- Knowing your customers
- Leadership, partnership and organisational commitment
- Involving your customers
- Responsive services, access and customer care
- A skilled and committed workforce

Manchester's equality objectives for 2016 – 2020 aim describe the areas and activities the City Council will carry out to achieve the Our Manchester objectives. It describes also how principles of equality, diversity and inclusion should apply to City Council's ways of working. The city council's organisational approach is shaped around four strategic areas:

- Better lives - It's about people
- Listening – we listen, learn and respond
- Recognising Strengths of Individuals and Communities – we start from strengths
- Working Together – we build relationships and create conversations



### Partnerships and community engagement

“This will allow us to work with each other to support ‘community cohesion’ – people from different backgrounds getting on well together in the local area and treating each other with respect and consideration – and make sure we develop policies, and provide and commission services that meet everyone’s needs.”<sup>18</sup>

The city is committed in working in partnership with Manchester’s citizens and our partners in the public and voluntary sectors. The [Manchester Partnership](#) (Manchester’s Local Strategic Partnership), which brings together the key sectors, organisations and community representatives, plays a crucial role in supporting the delivery of the *Our Manchester* strategy.

In addition, residents are regularly consulted, and their views incorporated in the city’s policies and strategies. *Our Manchester* strategy is the result of an extensive consultation process with residents, businesses and partner organisations. The city uses online surveys and events to gather communities’ views. According to the EFLG report, the city could improve this consultative process to reach out to more groups as there is an over representation of certain categories such as women or white British. The ICC network could provide interesting examples of how other cities established alternative methods and tools to consult and involve residents.

According to the EFLG, Manchester provides some successful examples of how the city incorporates people’s views to adapt policies and services:

- “Extra care for Lesbian, Gay, Bi-Sexual and Transgender (LGBT) elder residents which is part of an effort to improve residential care delivery for this protected characteristic group. The provision was designed with input from an LGBT elder reference group.

<sup>18</sup> See [Our Approach to Equality, Objective 1 – Knowing Manchester Better](#).

- The All Age Disability Plan which is an example of co-design with disabled people. It enables people to self-assess and order their own disability aids. The service will also be tested with people with a learning disability.
- The neighbourhood-based approach to service delivery which allows the council to look at specific issues at ground level and to focus on where specific inequalities persist. Ward meetings in local areas direct activities such as rubbish clearing and street cleaning.

Organisations met during the study visit and that are part of RADEQUAL emphasized the importance of the programme for maintaining this dialogue with the city and creating a platform for exchanges. However, it seemed that there is no formal mechanism (inclusive boards, advisory bodies, etc.) to sustain this dialogue between the city and the voluntary and community sector (VCS). Most contacts are done on an hoc basis, often thanks to personal contacts, and organisations seemed to have difficulties to navigate the City Council structure. This aspect should be further explored.

### **Information, knowledge and understanding**

The Council has an impressive evidence base of data to understand communities, identify gaps and trends to support its actions. Objective 1 of Manchester’s equality objectives, [Knowing Manchester Better](#), identify four areas around data, monitoring and evaluation, harmonisation and advocacy:

**Aim 1:** Improve the way we get to know our communities and the people who are using our services and engaging with us. We want to understand how our work affects people’s satisfaction with life in Manchester, and whether people from different backgrounds get on well together. We will get better equality information to help us understand how what we do affects equality in Manchester, and to develop approaches that improve everybody’s outcomes.

**Aim 2:** Involve a wide range of people and organisations in developing and reviewing our work on equalities, strengthening our relationships with our partners and benefitting from the strong links that our voluntary sector partners have with Manchester’s communities.

**Aim 3:** Influence government policy and the decisions made nationally about equality monitoring, research and information that is gathered about people and how it’s used. We’ll share information with our partners and use their knowledge to better understand our communities and design services which respond to this.

**Aim 4:** Use our growing and shared knowledge of Manchester communities with our partners, to make sure we have a joined-up way of analysing how all the big changes in the city affect different communities.

The Council establishes various channels to gather information about residents and trends, including through

- The **Equality Impact Assessment (EIA)** framework is a critical tool for collecting data on which groups are accessing particular services and how services or policy approaches are able to meet differing needs. It ensures that regard is paid to EDI outcomes right from the design stage of a proposal, and they work alongside our commitment to EDI planning as a key

component of our business planning process to make sure EDI is mainstreamed and everybody's business.

- The **Intelligence Hub Analysis Tool (IHAT)** contains over 100 statistical variables, spanning different themes of data and enables users to display statistical data on a map, and show the data in grids and bars chart with short analytical texts.
- The **Joint Strategic Needs Assessment (JSNA)** analysis tool provides in-depth knowledge about particular communities, to inform commissioning priorities and service developments in Manchester.
- The **State of the City** reports how the various strands of the *Our Manchester* strategy are being experienced by and benefit Manchester's diverse communities.

Data and the Council's information are publicly available via its website, which includes information on topics, policies, workforce and customer data, analysis and events.

### **Equality, Diversity, Inclusion (EDI) in the Council's workforce<sup>19</sup>**

The Council's People Strategy, *Our People*, sets a clear ambition for a committed, cohesive and successful workforce that will be central to making Our Manchester happen. The Strategy was developed based on significant consultation with staff across the organisation, including feedback from the BHeard Survey.

*Our People* sets out the strategic aims and objectives for developing the Council's current and future workforce to enable and support Our Manchester by:

- Working together and trusting each other
- Being proud and passionate about Manchester
- Taking time to listen and understand
- Owning it and not being afraid to try new things

Within the Council's Directorates, senior officers are identified as Equality Champions, who take a lead in supporting and driving the promotion and development of equality. These officers meet quarterly as an Equality Champions Group to bring Directorate-level intelligence to the group, to assess and inform the Council's strategic EDI approach and to ensure that ownership and awareness of the agenda is disseminated across the organisation.

The Council monitor and analyse its workforce and progression<sup>20</sup> through various channels (surveys, platforms). Data, based on self-disclosure, includes ethnic origin, religion, age, gender (including trans), and disability.

Recent data highlighted areas of improvement in relation to the recruitment, development and workplace experience of disabled and BAME employees. The Council is determined to implement measures to increase the representation of disabled and BAME employees in senior management positions in the organisation. The current representation at this level (circa 3% disabled staff and 10%

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<sup>19</sup> [Manchester City Council Equality Information 2018/19](#).

<sup>20</sup> "The progression rate of BAME staff (7.07%) during 2018 is 1.13% higher than non-BAME staff (5.94%) and the progression rate of disabled staff (6.21%) was 0.02% lower than non-disabled staff (6.24%)."

BAME staff above Grade 10) is lower than the overall representation in the workforce and considerably lower than the city representation of these groups.

### **Support to the Voluntary and Community Sector (VCS) society and participation**

The total amount of Council funding to the VCS is estimated to be over £30m. The Our Manchester Voluntary and Community Sector (OMVCS) fund is supporting 621 organisations for three years (£7.4m in total).

The grant programme funds activities across:

- a. black and minority ethnic communities
- b. lesbian, gay, bisexual and trans communities
- c. people with disabilities
- d. people who care for others with significant health or social care needs
- e. older people above the age of 54
- f. women
- g. physical or mental illness.

The involvement of Manchester citizens and a strength-based approach (“activities that build on the skills, abilities, knowledge, connections and capacities of people; involve people in personal outcome planning, peer support, and service design”<sup>21</sup>) are part of the selection criteria.

The programme started in 2018 after an almost two-year co-design process that involved representatives of the VCS, Members and Council and Manchester Health and Care Commissioning (MHCC) officers. The OMVCS annual network event held in June 2019, provided an update on the targeted fund including co-design, scenario planning, forthcoming consultations and engagement opportunities.

The city also funds support for VCS organisations through [Macc](#). This support includes organisation health checks, information and advice, training and professional development.

As a result of previous Equality Impact, the development of approaches with Black, Asian and Minority Ethnic (BAME) VCS organisations and communities has become one of the OMVCS areas of work. A focus of the funding will be to increase the amount of funding that goes to services for BAME communities and to BAME organisations.

Finally, the Council has developed a process to support voluntary and community sector organisations to consider taking over buildings or land formerly occupied by Council services and transform them into community facilities. The programme comprises a range of capacity-building, training and legal-advice services and enables community groups to create thriving hubs. A number of the organisations that have been worked with deal specifically with equality issues. Some examples of these are: The Sidney Street LGBT Centre, The Pakistani Community Association, The Pankhurst Centre.

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<sup>21</sup> [Voluntary and Community Sector Grant Prospectus 2018–2021](#).

## MULTILINGUALISM

While Manchester's score for its language policy is slightly lower (43%) than the city sample's score (47%) in the index report, a closer look at Manchester's approach to languages and multilingualism reveals a longstanding experience and a range of innovative solutions. Multilingualism and language diversity is considered by the Council as a key priority for ensuring equality of access (to services, facilities, resources etc.), regardless of an individual's 'first' language. A recent report of the City Solicitor<sup>22</sup> provides an overview of language diversity in Manchester, and particularly considers work undertaken by the Council to recognise, respond to and celebrate this aspect of the City's diversity.

The main points and themes within the report includes:

- The Multilingual Manchester Project;
- M:4 Communication and Language Support Service;
- Multilingualism in Education, Key Stages 1 – 4;
- English for Speakers of Other Languages (ESOL);
- Multilingualism in the workforce;
- UNESCO City of Literature; and
- International Mother Language Day.

The work of the **M:4 Communication and Language Support Service (M:4 CALSS)**, currently in its 27th year, is critical to the delivery of this aim. It provides a range of services to ensure that crucial Council services are accessible and understood by a broad spectrum of residents, including:

- Interpreters in any language including British Sign Language (BSL);
- Translations of various information leaflets and documents in appropriate languages including Braille and other accessible formats;
- Identify, train and create a pool of Interpreters, Translators, Linguist and Specialists in partnership with local and international academic groups and institutes and promote careers in language related profession;
- Identify and promote an understanding of the linguistic needs

These aims are delivered through a range of available services including:

- Face to face and BSL interpretation
- Alternative and specialist forms of communication
- Multilingual audio-visual production
- Written translations (including Braille)
- Championing Multilingual Communication training
- Consultancy on multilingualism and multiculturalism

M:4 CALSS works with other Council services such as social care or homelessness to ensure that language needs to access those services are met, as well as working directly with individuals. Of the approximately 200 languages spoken in Manchester, M:4 CALSS has been asked to provide translation or interpretation in 77 languages. In 2018-19, M:4 CALSS delivered over 13,000 face to face interpretation sessions and almost 2,000 written translation projects. The service and the expertise of

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<sup>22</sup> [Manchester's Language Diversity](#), City Solicitor, Communities and Equalities Scrutiny Committee, 5 September 2019.

its language professionals are celebrated nationally, resulting in invitations to speak on multilingualism and multiculturalism locally, regionally and even nationally.

The Council has an ongoing relationship with the University of Manchester through the [Multilingual Manchester Project](#). Based at the University of Manchester's School of Arts, Languages and Cultures, the Multilingual Manchester project is a transdisciplinary project initiated approximately 10 years ago, which aims at studying both the challenges and the opportunities that language diversity brings to Manchester. The team has built on this early opportunity to profile the City's linguistic landscape, and now holds the largest body of online undergraduate research on multilingualism in both higher education and in any single city in the country. At a more operational level, the project has worked with public service organisations in the City, including the NHS for developing the multilingual approach of the NHS's Choose Well campaign. The project has also worked with the Council's Regeneration Team to factor language diversity into the organisation's understanding of emerging communities, in addition to responding to research and engagement requests from Manchester schools and Greater Manchester Police.

One of the interesting findings in this report is that the Council does not articulate its responsiveness and objectives as a cohesive multilingual strategy or offer.

### **Multilingualism in Education**

As highlighted in the Index report, education is one of Manchester's strongest intercultural areas. Educational attainment outcomes for 2018 shows that over 40% of primary school children speak English as an Additional Language (EAL), with up to 40 languages spoken in one primary school alone. Although this could potentially pose challenges for children and their families, it is a need that is met practically by Manchester schools. To support children with EAL, differentiated strategies are implemented to help children settle in school. Some children are 'buddied up' with a class-fellow who may also be newly arrived in the City and who shares the same first or other languages, in order to reduce feelings of isolation and embed a sense of belonging and community. Parents are also given support, including being able to borrow books available in different languages to read to their children, to create a learning culture within the home. Accessible English courses are available to parents and grandparents, enabling them to support their own and their children's / grandchildren's language learning.

## **CONCLUSION AND SUGGESTIONS**

Manchester's intercultural profile is rather unique. Without ever mentioning interculturalism, the Council has shaped a strong agenda of equality, inclusion and diversity. Its organisational objectives, and consultative way of working add to the confusion. To what extent is Manchester an intercultural city remains to be further explored. And what could the intercultural approach contribute to Manchester's existing ways of working is not fully clear yet.

Manchester has made a commitment to interculturalism by joining the ICC network and is implementing many inspiring intercultural policies every day in its work. Interculturalism is not yet directly reflected at a strategic level in Manchester and it could be useful for Manchester to think more internally about this and the aspects of the network it would most like to learn from. There is also room for the ICC network to reflect on how best to learn from and channel the energy and good



practice from cities like Manchester who have so many practical examples of interculturalism on the ground but that do not have an overarching intercultural strategy as such.

The study-visit and the desk research finetuned and confirmed some of the findings from the index report. Manchester is very strong in gathering data, monitoring and evaluation, which enable the city to have a good qualitative knowledge of its population.

This report challenges, on the other hand, some of the index results. While Manchester does not have an intercultural strategy, the Council is strongly committed to principles (that are also core to the intercultural approach. Equality and diversity advantage are constantly emphasized in both policy documents, statements and organisational principles. Participation and partnerships are tools Manchester uses for everything the city does. Finally, the city has very interesting and longstanding initiatives to foster multilingualism.

While foundations are in place, and based on the information available, some suggestions could be made to support Manchester achieve its vision.

### *Commitment*

As an intercultural city, Manchester City Council could sharpen a positive vision of cohesion that is separate from community safety and Prevent initiatives. An agreed understanding of cohesion could usefully be articulated. This would encompass the values of interaction, diversity, and equality. It would be concerned with building positive relationships and mutual respect between communities and people, engaging with and responding to the specific needs of groups and individuals that can attend diversity, and addressing current disparities for particular groups, particularly in relation to employment and poverty and housing, education and health issues.

This could usefully be done by a Strategy Statement that sets out this named focus, articulates the understanding of cohesion being used, and traces out its implications in terms of specific actions and targets for each of the priority themes of the Our Manchester Strategy.

This Strategy Statement would be driven by an internal cross-departmental task force within the council to enable an informed mainstreaming across all relevant areas of responsibility; and by an external cross sectoral committee, drawing in other public bodies, the private sector, and civil society to build a wider breadth of support, engagement and activity to realise the vision and goals of the Strategy Statement.

### *Governance*

Civil society organised within Black and minority ethnic and faith communities and working with these communities has an important contribution to make to local governance in the intercultural city. The participation of such organisations brings information, knowledge and perspectives to the decision-making process that is likely to be lacking. They offer, in return, a potential legitimisation of decision-making processes in the eyes of their communities. Currently, while consultation processes are well-developed, informal contact is engaged, and there are evident foundations for this deeper engagement in decision-making and co-design (RADEQUAL).

These organisations could be systematically engaged by public bodies and publicly funded agencies in structures and mechanisms for co-design of policies and programmes that impact on their communities. Procedures for this would need to be developed and implemented.

A policy to secure Black and minority ethnic representation on the Boards of key local service providers could usefully be established and operationalised. This could be implemented through representation from these organisations.

The capacity of these organisations would benefit from support to engage in this formal way with the public and publicly funded sector across a wide range of policy areas. MACC are currently funded to support the wider civil society. MACC could usefully be invited to develop a strand of work to support these and other civil society organisations to engage effectively in such decision-making processes and to do so in a way that is effective and accountable.



## Intercultural Cities Expert Visit Time Table

Time	Tuesday 10 September 2019	
<b>09:15 am</b>	<b>Meet and Greet – provide temporary passes</b> FM Reception, Manchester Town Hall Extension, M2 5DB	
	Tuesday 10 Sept: Gemma Walsh Prevent Delivery Officer T: 0161 234 3923	Wednesday 11 Sept: Dobir Miah Prevent Education Officer T: 0161 245 7214 M: 07970378988
<b>10:00 – 12:30</b>	<b>Introductory Meeting with Stakeholders</b> Performance Space, Central Library, St Peters Square, M2 5PD  <b>9.45 – 10.05</b> Arrival and Refreshments  <b>10.05 – 10.15</b> Councillor Akbar, Executive member for Neighbourhoods, lead for Equalities and Community Cohesion, Opening Words  <b>10.15 – 10.25</b> Fiona Worrall, Strategic Director - Neighbourhoods , Opening Words  <b>10.30 – 11.30</b> Council of Europe Team, Presentation on ICC Concept and Index Results  <b>11.30 – 12.30</b> Facilitated Roundtable discussion: Groups of 10 with feedback	
<b>12:30 – 13:30</b>	<b>Working Lunch</b>  Room 7002, Level 7, Manchester Town Hall Extension	
<b>13:30 – 14:00</b>	<b>Travel</b> Taxis from Mount Street Town Hall Extension to FN4M, No1 Spinningfields	

14:00 – 15:30	<p align="center"><b>Faith Sector Meeting</b></p> <p align="center">No1 Spinningfields, 1 Hardman St, Manchester M3 3EB</p>
15:30 – 17:30	<p align="center"><b>Travel and Dinner</b></p> <p align="center">Taxis from restaurant (TBC) to Millennium Powerhouse</p>
17:30 – 18:30	<p align="center"><b>RADEQUAL Partners VCS Meeting</b></p> <p align="center">Millennium Powerhouse, 140 Raby St, Manchester M14 4SL</p>

Wednesday 11 September 2019

Time	
9:00	<p align="center"><b>Meet</b></p> <p align="center">FM Reception, Manchester Town Hall Extension</p>
9:00 – 9:30	<p align="center"><b>Travel</b></p> <p align="center">Taxi's to Manchester Islamic High School For Girls</p>
9:30 – 11:00	<p align="center"><b>Oddarts Theatre Workshop - Isolation to Radicalisation</b></p> <p align="center">Manchester Islamic High School for Girls, 55 High Lane, Chorlton, M21 9FA</p>
11:00 – 12:30	<p align="center"><b>Education Sector Meeting</b></p> <p align="center">Manchester Islamic High School for Girls, 55 High Lane, Chorlton, M21 9FA</p>
12:30 – 13:00	<p align="center"><b>Travel</b></p> <p align="center"><b>Taxis</b> - Return to Manchester Town Hall Extension, Mount Street</p>
13:00 – 14:00	<p align="center"><b>Lunch &amp; Debrief</b></p> <p align="center">Room 7002, Level 7, Manchester Town Hall Extension</p>