

MEND manifesto

The Mayor of Greater  
Manchester and the  
Greater Manchester  
Combined Authority

2017

**mend**



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## Executive Summary

- May 2017 will see the election of the Mayor of Greater Manchester, a new position that will involve the region of Greater Manchester receiving more of the powers set to be devolved from the British government, as laid out in the 2014 Devolution Agreement between the two parties.
- As a result, the new Mayor will have greater legal powers and responsibilities over the people living within Greater Manchester's borders than have been granted to the region's authorities before.
- These include a £30m-per-year package to be given in order to bring about more innovation in Greater Manchester's transport network, and £6bn annually for healthcare spending in order to bring about greater healthcare provision for the region's NHS users.
- The scope of the Mayor's powers will include responsibility for transport, housing and planning, policing (including the merging of the position of Police and Crime Commissioner with that of the new Mayor), justice, health and social care, business support and skills.
- However these powers will be re-examined in the 2019 Spending Review, and will potentially be extended.
- Although Manchester as a city, as well as a region, is often hailed as one of Britain's most vibrant and diverse areas, the new Mayor will have to address major challenges in terms of transport provision, housing inequalities and the uneven rate of access to jobs, particularly apprenticeships, across the region's population.
- Demand for rented housing in Greater Manchester has increased considerably since the early 2000s, yet many properties have been plagued by poor sanitation, bad insulation and exploitative landlords. A disproportionate number of people from ethnic minority backgrounds live in such bad housing.
- Complaints about transport issues in Manchester have also increased in the last few years, with local authorities and NGOs claiming the area's transport infrastructure is currently operating at full capacity. The new Mayor will therefore have to oversee solutions to these problems while managing the predicted rise in demand for transport to the city centre.
- The police force in Manchester also has a strained relationship with many ethnic minority communities, with complaints occurring over disproportionate uses of stop and search, as well as the high numbers of people from Black and Asian backgrounds that make up Greater Manchester Police's database – many of whom studies have shown to not be involved in gang activity.
- This is combined with the rise in levels of religious and race-based hate crime Greater Manchester has seen in the last five years, including against Muslims.
- Although commendable attempts have been made by mayoral candidates, local authorities and NGOs to raise awareness of hate crime and how it can be addressed, the new Mayor and Greater Manchester Police should take note of the pledges laid out at the end of this document and the advice they give on how to address the challenges faced by Greater Manchester's ethnic minority population, particularly among the Muslim community.



## Manifesto Pledges

MEND calls on the newly-elected Mayor when taking up his or her duties to commit to the following actions. The new Mayor should:

### Housing

- i) Address the on-going problem of **poor quality, over-crowded housing**, particularly among ethnic minorities, by supporting attempts by local councils to place landlords on a register combined with retaining fines from court cases in order to fund enforcement procedures in this area (as opposed to the money going to central government).
- ii) Empower tenants in the rented sector by encouraging them to come forward and **report abuses by rogue landlords**.
- iii) Encourage new strategies for expanding Greater Manchester's supply of **affordable housing** while balancing the concerns held by campaigners and local authorities over the **preservation of greenbelt areas**.
- iv) Support local council initiatives to patrol housing areas where **fly-tipping is a recurring problem**, in order to **improve living conditions** for those of all ethnicities in Greater Manchester.

### Policing

- v) Address the problem of a **lack of police force diversity** within Greater Manchester Police by helping the GMP build on previous attempts at targeting recruitment campaigns towards those from Black Minority Ethnic (BME) backgrounds.
- vi) Encourage the GMP to overhaul its approach to cracking down on gang activity and membership and address the tendency towards **labelling people from ethnic minority backgrounds** as being more likely to comprise gang membership.

### Hate Crime

- vii) Work with third-sector organisations (like MEND) to further local campaigns aimed at **combating Islamophobia and encouraging people to report incidents** of racial and religious-based attacks and abuse to the police.
- viii) Support and press for implementation of the strategy for **tackling hate crime suggested by Manchester City Council**. This must include supporting the pledges made by the Council to promote education and awareness of hate crimes and how victims can find support; monitoring and measuring hate crime data in order to identify emerging trends and focus resources on the relevant areas; expand the work already being done to support Greater Manchester's Hate Crime Awareness Week; work with communities and encourage more confidence in reporting incidents to the police; celebrate and promote Greater Manchester's diversity.<sup>1</sup>

<sup>1</sup> Manchester City Council, 'Hate Crime. Together We Can End It,' Manchester's Hate Crime Strategy, 2016-2019 (available at: [http://local.gov.uk/documents/10180/7878727/community+safety+-+community+cohesion+and+hate+crime+-+Final+Hate+Crime+2016+strategy+doc\\_WEB/b96bb203-76ae-4501-9192-6e2ef7e37785](http://local.gov.uk/documents/10180/7878727/community+safety+-+community+cohesion+and+hate+crime+-+Final+Hate+Crime+2016+strategy+doc_WEB/b96bb203-76ae-4501-9192-6e2ef7e37785))

## Skills

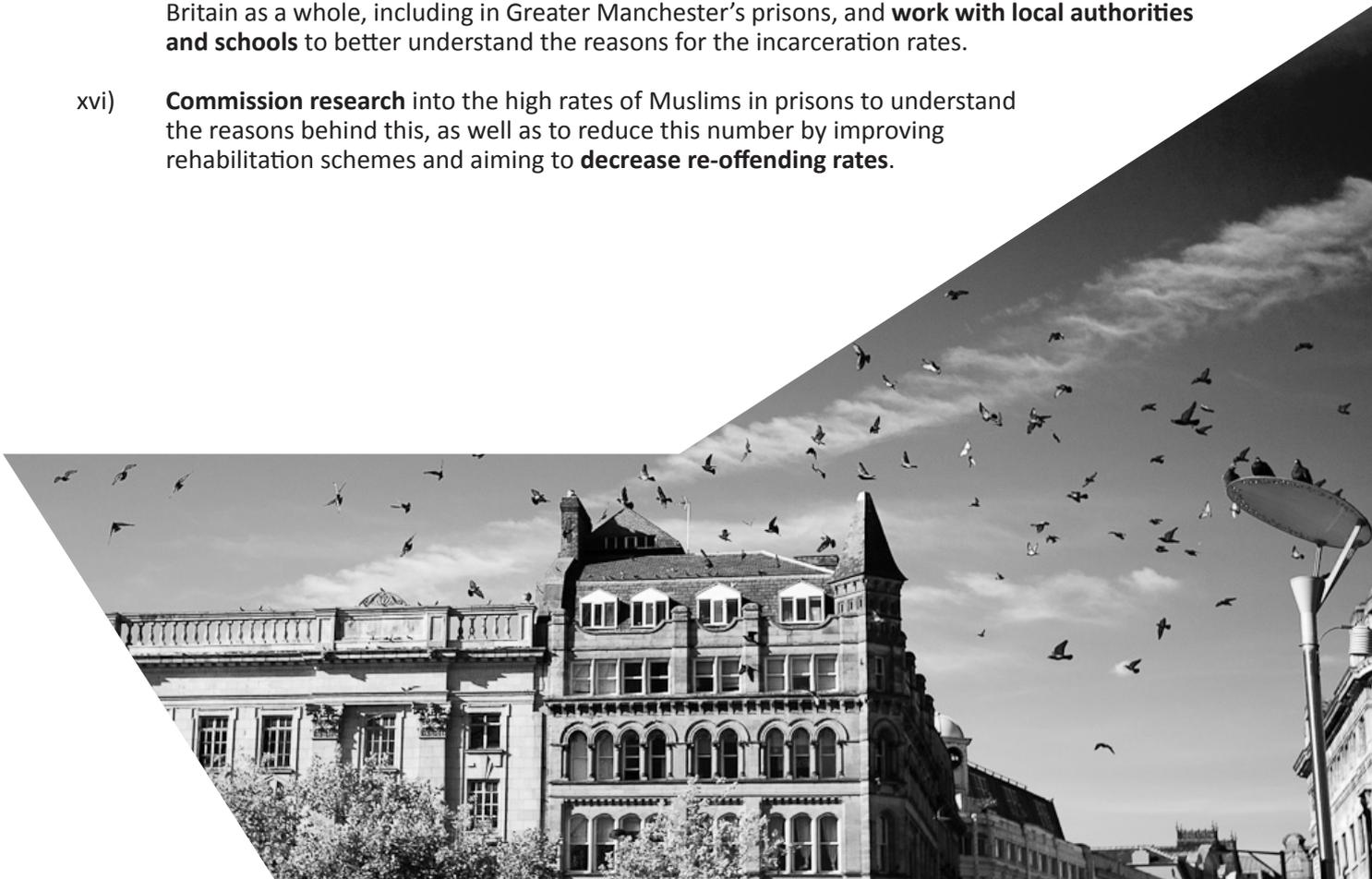
- ix) Encourage local businesses in the Greater Manchester region to adopt 'name-blind' recruitment strategies to help **combat prejudices against Muslim job applicants**.
- x) Work with local authorities to encourage **employers to recruit more diverse workforces** as well as provide tailored **support for ethnic minority young people**.
- xi) Require local authorities to get businesses to set targets around attracting **more applicants from BME backgrounds into apprenticeships**, combined with setting up apprenticeship hubs to connect more BME applicants with employers.
- xii) Raise awareness of **mentoring schemes** available to members of ethnic minorities seeking to start businesses.
- xiii) Encourage banks and professional advisers to **work with ethnic minority businesses** and business-related support networks.

## Health and Social Care

- xiv) **Improve access to mental health services** for BME communities and tackle particularly high rates of obesity among Pakistani, Black African and Black Caribbean females in particular.

## Justice

- xv) Examine the high number of Muslims in prisons compared with the Muslim population of Britain as a whole, including in Greater Manchester's prisons, and **work with local authorities and schools** to better understand the reasons for the incarceration rates.
- xvi) **Commission research** into the high rates of Muslims in prisons to understand the reasons behind this, as well as to reduce this number by improving rehabilitation schemes and aiming to **decrease re-offending rates**.



# Introduction

2017 will see an elected contest for a newly-created position – the Mayor of Greater Manchester, who is due to be elected on 4 May 2017. The decision to create the post was announced by former Chancellor George Osborne in November 2014, and will involve the implementation of new primary legislation.<sup>2</sup>

The person assuming the position will take over from the Interim Mayor for Greater Manchester, Tony Lloyd (appointed on 29 May 2015) and will be responsible for the strategic government of the region, including transport, housing, health, skills, strategic planning and policing. This is distinct from the Lord Mayor of Manchester, whose post is purely ceremonial. The candidates for the position from the three main political parties are Andy Burnham (Labour), Jane Brophy (Liberal Democrats), and Sean Anstee (Conservative).<sup>3</sup> From the smaller parties, the candidates are Stephen Morris from the English Democrats,<sup>4</sup> Peter Clifford from the Communist League,<sup>5</sup> Shneur Odze from the United Kingdom Independence Party,<sup>6</sup> and Will Patterson from the Green Party.<sup>7</sup> There is also an independent candidate, Jim O’Neill.<sup>8</sup>

Greater Manchester is defined as a ‘devolved city region’ that has legal powers and responsibilities over the people living within its boundaries. There is scope for further powers being granted to the Mayor in future legislation. The areas of housing, transport and planning, among others, that will be under his or her remit are granted with the aim of driving forward economic growth in the region. Crucially, the Mayor will be responsible for the whole region, not just the city (see fig. 1 below).

Fig 1. Source: Transport for Greater Manchester



2 DCLG, ‘Date Proposed for Manchester Mayoral Elections,’ 1 February 2016 (available at <https://www.gov.uk/government/news/date-proposed-for-manchester-mayoral-elections>)

3 BBC News, ‘Greater Manchester Mayor: Sean Anstee is Tories’ Choice,’ 25 November 2016 (available at: <http://www.bbc.co.uk/news/uk-england-manchester-38101953>)

4 This Is Lancashire, ‘English Democrats’ Candidate for Mayor of Greater Manchester Wants to Host US President Donald Trump,’ 3 February 2017 (available at: [http://www.thisislancashire.co.uk/news/15069542.English\\_Democrats\\_\\_39\\_\\_mayoral\\_candidate\\_\\_from\\_Bury\\_\\_wants\\_to\\_host\\_Donald\\_Trump/](http://www.thisislancashire.co.uk/news/15069542.English_Democrats__39__mayoral_candidate__from_Bury__wants_to_host_Donald_Trump/))

5 BBC News, ‘Greater Manchester Mayor: Peter Clifford Stands as Communist League Candidate,’ 31 January 2017 (available at: <http://www.bbc.co.uk/news/uk-england-manchester-38808751>)

6 Jewish News, ‘UKIP Select Chasidic Manchester Mayoral Candidate,’ 10 October 2016 (available at: <http://jewishnews.timesofisrael.com/ukip-select-chasidic-manchester-mayoral-candidate/>)

7 Green Party, ‘Green Party Reveals Manchester Mayoral Candidate After Death,’ 2 January 2017 (available at: <http://www.bbc.co.uk/news/uk-england-manchester-38720431>)

8 Manchester Evening News, ‘Economist Jim O’Neill of Gatley Quits the Government,’ 23 September 2016 (available at: <http://www.manchestereveningnews.co.uk/news/greater-manchester-news/economist-jim-oneill-gatley-quits-11927897>)

The following table shows the religion of respondents in the 2001 and 2011 censuses in Greater Manchester.

Religion	2001 <sup>[14]</sup>		2011 <sup>[15]</sup>	
	Number	%	Number	%
<b>Total</b>	<b>2,482,328</b>	<b>100.00%</b>	<b>2,682,528</b>	<b>100.00%</b>
Sikh	3,720	0.15%	5,322	0.20%
Religion not stated	183,067	7.37%	164,221	6.12%
Other religion	4,301	0.17%	7,429	0.28%
No religion	281,273	11.33%	557,129	20.77%
Muslim	125,219	5.04%	232,787	8.68%
Jewish	21,733	0.88%	25,013	0.93%
Hindu	17,260	0.70%	23,478	0.88%
Christian	1,840,599	74.15%	1,657,594	61.79%
Buddhist	5,156	0.21%	9,555	0.36%

Fig. 2. Source: Official Labour Market Statistics

The powers the new Mayor will receive will result from the central government as a method of devolution. For instance, relevant central funding will be pooled and devolved to provide for local transport within the city region. The government's regular Spending Review will lay out a multi-year settlement in the same way as finances are allocated to central government departments as well as Transport for London. The Mayor will also be given control of an expanded Working Well Pilot, a scheme launched by the Department for Work and Pensions along with the Greater Manchester Combined Authority to help benefit claimants who have completed two years on the work programme without moving into employment, with central government funding linked to good performance.<sup>11</sup>

Alongside this, the Mayor will also be granted strategic planning powers, allowing him/her to oversee the creation of a statutory spatial framework for the city. This will in turn serve as a framework for planning across Greater Manchester as a whole, requiring unanimous consent via a vote from the Mayor's Cabinet. This strategy is designed to be in line with that being developed by the Greater Manchester Combined Authority (GMCA). The Mayor can exercise these functions autonomously, although the GMCA cabinet will be held to account by the Scrutiny Pool, a body designed, in accordance with the Local Government Act (2000), to analyse and critique the decisions made by the GMCA, AGMA (Association of Greater Manchester Authorities) and TFGMC (Transport for Greater Manchester Committee).<sup>12</sup> Its members are comprised of councillors who are separate from the Executive Committee, or Cabinet, of the organisation it is scrutinising.<sup>13</sup>

In terms of powers over certain parts of public sector service reform such as business support, skills and health and social care, the GMCA will be responsible, and the body's members and the Mayor will each have one vote. Decisions over policy would have to be agreed by a majority vote.

9 HM Treasury, 'Greater Manchester Agreement: Devolution to the Greater Manchester Combined Authority and Transition to a Directly Elected Mayor,' 16 March 2016 (available at: [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/369858/Greater\\_Manchester\\_Agreement\\_i.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/369858/Greater_Manchester_Agreement_i.pdf))

10 Official Labour Market Statistics, Census 2011 (available at: <https://www.nomisweb.co.uk/census/2011/qs208ew>)

11 Manchester City Council: Economy Scrutiny Committee, 'Working Well Update,' 7 September 2016 (available at: [www.manchester.gov.uk/download/meetings/id/21399/9\\_working\\_well\\_update](http://www.manchester.gov.uk/download/meetings/id/21399/9_working_well_update))

12 Agma.gov.uk, 'About Sub-Regional Scrutiny' (available at: [http://archive.agma.gov.uk/scrutiny/about\\_agma\\_scrutiny/index.html](http://archive.agma.gov.uk/scrutiny/about_agma_scrutiny/index.html))

13 Legislation.gov.uk, 'Localism Act 2011' (available at: <http://www.legislation.gov.uk/ukpga/2011/20/schedule/2/part/1/enacted>)

In the transition period before the legislation for the creation of the Greater Manchester city region's Mayor is passed and the Greater Manchester Mayor is elected, the GMCA would (subject to changes in legislation if appropriate) receive additional powers for certain parts of public service reform, specifically on business support, skills and health and social care, straight away. The body would also assume some responsibilities which would eventually be transferred to the Mayor, such as control of the Housing Investment Fund. The rest of the powers (specifically on transport, planning and policing, i.e. the powers which will be given to the city region Mayor) and funding for large strategic projects post 2016-17 will be conditional on Greater Manchester implementing the city region Mayor model. This will be written into future legislation.

## Local government

There is no intention to take existing powers from Local Authorities. The Manchester Evening News reports on how the system has been set up so that the Mayor of Greater Manchester cannot simply overrule the authority of local council leaders. The long-term development plan laid out for Manchester, defined as its 'spatial framework,' has to be agreed upon by all ten council leaders combined with the Mayor. As a result, any one council will have the power to veto a decision.<sup>14</sup> This is an important aspect of the relationship between the Mayor and the local government of the region, particularly as a recent 20-year masterplan to build a set of new homes on protected greenbelt space has been met with vigorous opposition by local campaigners as well as MPs, and could see local councillors withdrawing their support.<sup>15</sup>

However, if the proposal does not go forward then the region may not reach its targets in terms of housing provision. In light of how many of Greater Manchester's ethnic minority residents live in overcrowded and poor quality housing (which is explored further below), how the Mayor intends to balance these competing issues could have considerable implications for the region's Muslims.

## National government

The 2014 Devolution Agreement lays out the conditions of the agreement between the British government and Greater Manchester. This includes the fact that the newly-elected Mayor of Greater Manchester will be responsible for a devolved and consolidated transport budget, with a settlement spanning a number of years and agreed at the 2015 Spending Review. In February 2015 the government agreed with NHS England to devolve over £6bn in healthcare spending to Greater Manchester in order to deliver better services for the region's patients. This is combined with the fact that subject to the Spending Review of 2019, the government has agreed to give Greater Manchester £30m a year for 30 years to bring about transport innovations such as the Trafford Park Metrolink extension and the road link between the A6 and Manchester airport (known as the SEMMMS road link). Furthermore, the Mayor will have the chance to be a joint commissioner with the Department for Work and Pensions (DWP) for the next phase of the Work Programme – the government's scheme, launched in 2011, aimed at helping jobseekers find work.<sup>16</sup>

With regard to education and skills, the government claims it will work with Greater Manchester directly to re-shape and re-structure Further Education (FE) provision within Greater Manchester so that a new, forward-looking FE system is in place by 2017. It has also promised to devolve the Apprenticeship Grant for Employers (which currently pays the employer £1,500 per qualifying apprentice) to Greater Manchester so that it can make its own decisions about priorities in this area.

However, in the context of the government's wider fiscal agenda, the city region would be required to take a fair share of any reductions that are made to any of the devolved funding streams. Any agreements laid out could be changed according to future Spending Reviews.<sup>17</sup>

<sup>14</sup> Manchester Evening News, 'An Idiot's Guide to the Greater Manchester Mayor Election,' 7 February 2017 (available at: <http://www.manchestereveningnews.co.uk/news/greater-manchester-news/idiots-guide-greater-manchester-mayor-12521146>)

<sup>15</sup> Manchester Evening News, 'Council Bosses Could Back Down on Controversial Plans to Build on Greater Manchester's Greenbelt,' 20 January 2017 (available at: <http://www.manchestereveningnews.co.uk/news/greater-manchester-news/council-bosses-could-back-down-12454812>)

<sup>16</sup> GMCA, 'Further Devolution to the Greater Manchester Combined Authority and Directly-Elected Mayor,' November 2015 (available at: [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/479566/Further\\_devolution\\_manchester\\_nov\\_2015.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/479566/Further_devolution_manchester_nov_2015.pdf))

<sup>17</sup> *Ibid.*,

The Mayor's office for Greater Manchester will be required to put in place an extensive programme of evaluation, agreed at the outset with HM Treasury (HMT). The two bodies will assess the impact of the investments made by GMCA, including whether the projects have been delivered on time and within their budget constraints. Although this assessment mechanism is to be funded by Greater Manchester, it will take place every five years, with more funding being unleashed if these investments in the city region have helped achieve the stated ambition of contributing to national growth. Where required, a more detailed cost-benefit analysis guidance will be put forth by the Department for Transport. An evaluation of the impact of the devolution agreement would include discerning whether the GMCA's activities have been better value for money than comparable government projects. The first review will be undertaken in 2019-20.<sup>18</sup>

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18 *Ibid.*,

# Scope of Policy Powers

## Transport

Despite Manchester being the most important economic area outside of London, the transport network still faces challenges in ensuring that more deprived communities can gain access to it. A report from 2010 by the Greater Manchester Centre for Voluntary Organisation (GMCVO) described how parts of Greater Manchester's transport network were operating at full or above capacity.<sup>19</sup> The usage of Manchester's Metrolink system in particular has significantly increased between 1992 and 2015 (see fig. 3 below). The impact of government spending cuts was also predicted to have affected the region's transport network in a negative way.



Fig. 3. Source: Department for Transport

This is supported by the fact that by April 2015, transport complaints within Greater Manchester had risen by 40%. Transport for Greater Manchester (TfGM) reported they had received 3,500 complaints about trains, trams and buses under their remit. Improvement works led to disruptions. People's complaints centred on the Metrolink tram service, with a 65% increase in the number of complaints about it.<sup>20</sup> Furthermore, users complained about the rise in fares, the state of some train and bus stations, and the roadworks undertaken to increase the number of bus lanes.

The new Mayor will need to contend with the fact that long-term growth in Manchester's economy has meant a rise in demand for travel to the city centre. The Manchester Independent Economic Review sought to plan for this increased demand. In 2010 Manchester City Council predicted that 50,000 new jobs would be created within the city centre in the coming decade, and that as a result trips to the city centre in this period during peak times were estimated to increase by a third. The Council therefore maintains that a continued emphasis is needed on strengthening the quality and capacity of the city's public transport.<sup>21</sup> As people from BME communities tend to rely more on public transport than those of ethnically White backgrounds,<sup>22</sup> MEND supports the need for a high-quality public transport network to be maintained across Greater Manchester.

<sup>19</sup> Greater Manchester Centre for Voluntary Organisation, 'Transport in Greater Manchester,' Autumn 2010 (available at: [https://www.gmcvo.org.uk/system/files/issues%2026\\_0.pdf](https://www.gmcvo.org.uk/system/files/issues%2026_0.pdf))

<sup>20</sup> BBC News, 'Transport Complaints in Manchester Up By 40%,' 17 April 2015 (available at: <http://www.bbc.co.uk/news/uk-england-manchester-32338316>)

<sup>21</sup> Manchester City Council, 'Transport Strategy for Manchester City Centre,' November 2010 (available at: [http://www.manchester.gov.uk/downloads/download/1871/transport\\_strategy\\_for\\_manchester\\_city\\_centre](http://www.manchester.gov.uk/downloads/download/1871/transport_strategy_for_manchester_city_centre))

<sup>22</sup> University College London, 'Transport and Poverty: A Review of the Evidence,' Helen Titheridge et al, 1 July 2014 (available at: <https://www.ucl.ac.uk/transport-institute/pdfs/transport-poverty>)

The Mayor will also be responsible for franchised bus services and bringing in ‘smart ticketing’ across local modes of transport. Greater Manchester will also provide advance forecasts and spending updates, on a basis to be agreed with the government. The chance to devolve rail stations across Greater Manchester also has the possibility to be explored under the new Mayor’s leadership.<sup>23</sup>

## Housing and Planning

The Mayor will have direct control over a new £300m Housing Investment Fund, within the envelope of £30m a year for 30 years that is currently provided by the central government. The Mayor’s office will also have powers over strategic planning, including the ability to create a ‘statutory spatial framework’ for Greater Manchester - however, this will need to be approved by a unanimous vote of the Mayor’s cabinet.

Addressing Manchester’s housing needs will be a considerable challenge for the new Mayor. The Manchester Evening News reported how in 2015, many tenants in Manchester claimed to have lived in rented accommodation beset by inadequate sanitation, infestations of vermin, and problems with insulation and wiring.<sup>24</sup> Others reported being evicted by their landlords after complaining about excessive neighbouring building work that left their accommodation damaged. Campaign groups such as Generation Rent have flagged up the potential health hazards arising from pests and dampness across the rented sector. Affected areas include Moss Side, Fallowfield and Whalley Range.<sup>25</sup> This is highly problematic in light of the claim made by the think-tank the Resolution Foundation, who maintain that although in 2003 private renters only made up 6% of Manchester’s population, this had increased to 20% by August 2016.<sup>26</sup>

Manchester City Council previously attempted to introduce a rental strategy attempting to crack down on rogue landlords – however they admitted there is already an ‘extensive’ body of regulations, the effectiveness of which is hampered by tenants being too fearful about reporting transgressions committed by landlords. Examples include the fact that the town hall issued more than 2,500 enforcement notices against landlords in the previous 5 years, but only completed 31 prosecutions, largely due to the challenges inherent in proving cases. The Council has sought the power to force landlords onto a registration scheme and better funding for enforcement.

A recurring issue is that of landlords and housing agencies often using the excuse of structural issues within houses that are all interconnected, thereby refusing to take responsibility for any problems in individual properties. The council’s attempt to crack down on this culture of incapability has included trying to get the courts to retain fines from court actions in order to fund enforcement, as opposed to the money being retained by the government. Such ideas have garnered support from bodies such as the National Landlords Association.<sup>27</sup>

Despite the commonly-held belief that Londoners can head to Manchester and Birmingham if seeking a better deal in terms of properties, the Economist reported last year that in 2015 house prices in Manchester rose by 10%, even though since 2005 the housing stock only rose by 6%. The impact this can have on Britain’s economy is negative, as on the whole, the economy is arguably hampered by people not being able to move to where they are most productive, constrained by a lack of good or affordable accommodation.

The publication predicts that the changing political architecture of Manchester, with the incoming ‘Metro Mayor’ being accountable to the city region, will mean decisions made for the good of the whole area and less attention paid to the wrangling within and between local councils. However, given the “pro-greenbelt leanings” of central government, something that previous London Mayors have avoided challenging, combined with how, as mentioned above, Greater Manchester councils have been forced to potentially back down on plans to build houses on such land, cheap properties in Manchester might eventually vanish.<sup>28</sup>

23 HMT, ‘Greater Manchester Agreement,’ 2016

24 Manchester Evening News, ‘Manchester’s Houses of Horror: the Grim reality Facing Some Renters,’ 12 February 2015 (available at: <http://www.manchestereveningnews.co.uk/news/greater-manchester-news/manchesters-houses-horror-grim-reality-8627502>)

25 *Ibid.*,

26 BBC News, ‘Why Are Fewer People Buying Homes in Greater Manchester?’, 2 August 2016 (available at: <http://www.bbc.co.uk/news/uk-england-manchester-36952422>)

27 Manchester Evening News, ‘Manchester’s Houses of Horror,’ 12 February 2015

28 The Economist, ‘Little Londons: Britain’s Second Cities Also Suffer From Property Problems,’ 22 September 2016 (available at: <http://www.economist.com/news/britain/21707582-britains-second-cities-also-suffer-property-problems-little-londons>)

The demographics of poor housing also have serious implications. In Manchester over a quarter of ethnic minorities live in over-crowded housing, compared with one in ten of the White British population. The unemployment rate for ethnic minorities is also 5% higher than for White Britons in the city – something which worsened in the 2000s.<sup>29</sup> This fits with the general trend across the country, which shows Pakistanis to be among the groups who have been hit hardest by the housing crisis and among whom rates of renting, compared with house ownership, went up between 1991 and 2011 (see fig. 4 below).<sup>30</sup> Oldham in Greater Manchester is one of the areas where the largest level of inequality exists between ethnicities, and which also has a history of rioting and poor race relations.<sup>31</sup>

**Map showing districts with increased and reduced Housing Inequality between Ethnic Minorities and the White British (2001-2011)**



Fig. 4. Source: Local Area Research and Intelligence Association

29 Manchester Policy Blogs: Ethnicity, 'Where Are Ethnic Inequalities Greatest?' 3 December 2014 (available at: <http://blog.policy.manchester.ac.uk/featured/2014/12/where-are-ethnic-inequalities-greatest/>)

30 The University of Manchester, 'Housing Crisis Hits Minorities Hardest,' 3 October 2013 (available at: <http://www.manchester.ac.uk/discover/news/article/?id=10768>)

31 Local Area Research and Intelligence Association, 'How Ethnic Minorities Fare Compared to the White British Varies According to Where They Live,' 29 January 2015 (available at: <http://laria.org.uk/2015/01/how-ethnic-minorities-fare-compared-to-the-white-british-varies-according-to-where-they-live/>)

## Policing

The new Mayor will take on the role currently held by the Greater Manchester Police and Crime Commissioner, an elected post that since November 2012 has involved setting out strategies for tackling crime within the Greater Manchester area by the Greater Manchester Police (GMP). It is a position currently occupied by Labour politician Tony Lloyd.

The incumbent Mayor will need to deal with the fact that the police force in Manchester continues to have a strained relationship with many ethnic minority communities. To begin with, the GMP were slammed by MP Ivan Lewis in 2016 for having only less than 5% of their force made up of BME recruits. It also had only 4 non-White officers at the rank of superintendent or higher, with none being female. This is despite the fact that BMEs comprise 15% of the overall labour force.

However, the GMP have made some progress in this area, despite the on-going need for improvement:

**For the last two years we have been able to increase representation to 10.95% among PCSOs and 11.39% within the Special Constabulary. This is due to a targeted initiative, which we will build upon through our latest recruitment.”**

**“Given the situation and lack of recruitment of police officers this has been a significant challenge but we are committed to continuing our efforts in this area.” (Assistant Chief Constable Gary Shewan, Greater Manchester Police)<sup>32</sup>**

Furthermore, Manchester Metropolitan University recently published research showing that police in Manchester are wrongly and disproportionately identifying Black, Asian and ethnic minority men as gang members (see fig. 5 below). 89% of the people on the police’s gang member database are of ethnic minority origin, despite only 23% of gangs being made up of people from ethnic minority backgrounds. The study unsurprisingly showed that 40 ‘gang-registered’ individuals had no previous convictions, and a further 39 had no convictions within the three years before the study was conducted.<sup>33</sup>

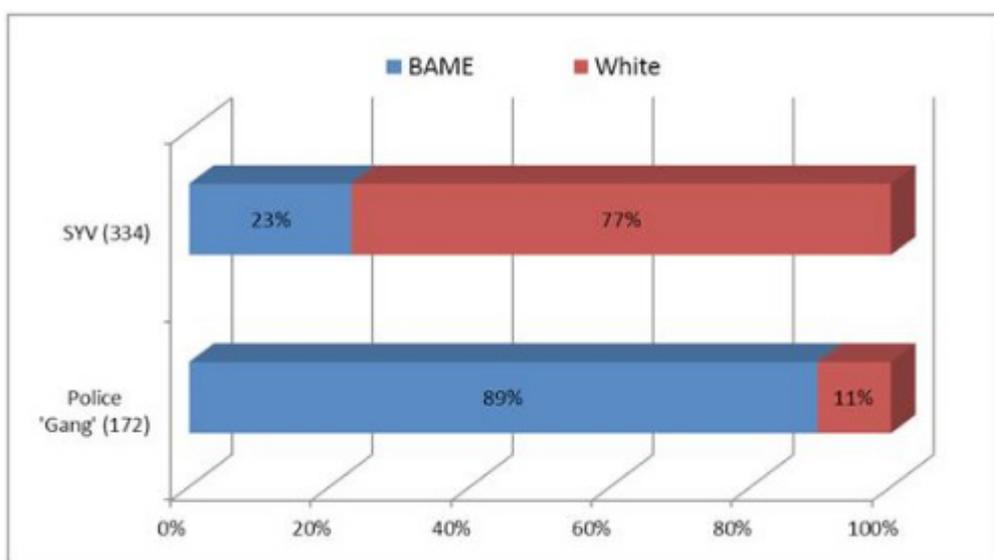


Fig 5. Ethnicity of those thought to have committed serious violent offences (SYVs) and those thought to be gang members by Manchester police. Source: Centre for Crime and Justice Studies

32 Manchester Evening News, ‘Greater Manchester Police Slammed by MP Ivan Lewis for ‘Scandalous’ Lack of Ethnic Minority Officers,’ 22 February 2016 (available at: <http://www.manchestereveningnews.co.uk/news/greater-manchester-news/gmp-ethnic-minority-ivan-lewis-10928522>)

33 Centre for Crime and Justice Studies, ‘The Police, Gangs and Racism,’ 29 April 2014 (available at: <https://www.crimeandjustice.org.uk/resources/police-gangs-and-racism>)

With regard to Manchester's Muslim population, Islamophobic attacks against them have increased in recent years, with spikes in anti-Muslim attacks often occurring after incidents such as the November 2015 terror attacks in Paris.<sup>34</sup> A study in 2015 by the organisations Faith Network for Manchester (FN4M), the Women's Solidarity Forum, and the Saheli Asian Women's Project showed how Muslims had mostly cited "personal safety" as a response to the question 'What worries you?' Many also cited racism as a concern,<sup>35</sup> showing that countering Islamophobic attacks is critical to Greater Manchester's Muslim population.

When the candidates were posed questions by journalists about their policies on hate crime, the Labour Party candidate Andy Burnham vowed to ensure that he would "work to bring people back together, and develop policies based on hope, not hate."

Conservative Party candidate Sean Anstee said that Greater Manchester's diversity could only work if people "try and understand everyone's perspectives and respect them and be tolerant." UKIP candidate Shneur Odze refused to comment, saying he would "have answers in mid-March (2017)." The Liberal Democrat Party candidate Jane Brophy insisted she would "stand up for the decent law-abiding, caring and compassionate majority and oppose hate and racism wherever it appears."<sup>36</sup>

MEND encourages the winning mayoral candidate to act upon any promises to promote diversity and tolerance, stand up to hate and robustly tackle Islamophobia. For this to have an impact, such sentiments will need to be followed up by actions to counter hate crime and promote diversity within Greater Manchester.

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<sup>34</sup> Manchester Evening News, 'Islamophobic Crime in Greater Manchester Doubles,' 26 November 2015 (available at: <http://www.manchestereveningnews.co.uk/news/greater-manchester-news/islamophobic-crime-greater-manchester-doubles-10503391>)

<sup>35</sup> Manchester City Council, 'Manchester's Services for Minorities: Understanding Needs and Improving Services for Minority Communities in Manchester,' Jonny Wineberg, May 2016 (available at: <http://fn4m.org/newsletters/Manchester.s%20Services%20for%20Minority%20Communities%20Report%202016.pdf>)

<sup>36</sup> The Meteor, 'Mayoral Candidates for Greater Manchester on Xenophobia and Multiculturalism,' 14 February 2017 (available at: <http://www.themeteor.org/2017/02/14/mayoral-candidates-greater-manchester-xenophobia-multiculturalism/>)

## Skills

The Mayor and the Greater Manchester Combined Authority will be responsible for devolved business support budgets; this includes control of the Apprenticeship Grant for Employers in Greater Manchester and the power to re-shape and re-structure Further Education provision within Greater Manchester.

The issue of employment and skills is a salient one for the region's ethnic minorities, particularly Muslims. Areas such as Oldham have low levels of employment in the Pakistani and Bangladeshi communities, and higher rates of economic inactivity among women than men.<sup>37</sup>

Furthermore, a report by the think-tank New Economy found there to have been a 26% drop in 16-18 year olds beginning apprenticeships between 2010 and 2013. Almost half the apprenticeships in Greater Manchester went to people in their 30s, 40s and 50s, rather than young people trying to find new jobs.

A spokesman from New Economy said that "the challenge for the city region in the next few years will be to expand the numbers of good quality apprenticeships, particularly at advanced and higher levels," and to move away from the view of apprenticeships as being about "traditional manual roles."

New Economy also said they were keen to see more businesses recruiting new young employees via apprenticeships, and that there should be greater incentives for people to apply by reducing living costs for apprentices. The report found that the average weekly wage for an apprenticeship vacancy in Greater Manchester was £120.78 a week in the six months to March 2014. Nationally, the National Apprenticeships Service says the typical weekly wage is £170 a week. A fifth of vacancies paid less than £100 a week, and half paid less than £150.<sup>38</sup>

When Manchester City Council were asked via a Freedom of Information Request in 2014 how many apprenticeships had gone to people from ethnic minority backgrounds, as well as what financial rewards were available for businesses with schemes to attract BME people onto apprenticeship courses, they did not have the information requested.<sup>39</sup>

A report from the Joseph Rowntree Foundation showed that across Britain, there have been considerable improvements in education outcomes among young people from a number of ethnic minority groups. In 2005/06 39% of Bangladeshi pupils received five or more A\*-Cs at GCSE (including English and maths), rising to 64% in 2012/13, and both Black African and Bangladeshi pupils received better results than White pupils in 2012/13, reversing historic inequalities.<sup>40</sup>

As of March 2015, Muslim secondary schools continued to get high results. 8 Muslim independent schools featured in the top 50 schools ranked by exam results for 2014.

Over half of the Muslim schools featured in the league tables had, for the second year in a row, surpassed the national average of students achieving five or more GCSEs of A\*-C grades. Excluding Maths and English, 71% of Muslim schools attained 5 or more GCSEs or equivalent A\*-C pass rate – 7% higher than the national average of 64%. Notable examples of such good practice include Manchester's Kassim Darwish Grammar School for Boys, which saw all its pupils achieve five or more A\*-C grade or equivalent GCSEs,<sup>41</sup> and the Tauheedul Islam Boys' and Girls' Schools in Blackburn, who topped the national league tables in 2016 for showing the biggest improvement in GCSE results.<sup>42</sup>

However, this is not matched by job prospects. In 2015 the Department for Work and Pensions reported that unemployment rates were particularly high for young Black people (36%) and young Pakistani/Bangladeshi people (31.4%). At the same time, those ethnic minority young people in work were more likely to be paid below the Living Wage.

37 Business Intelligence Service, 'Oldham 2011 Census Ethnicity Report,' February 2016

38 Manchester Evening News, 'Apprentice growth Dominated by Older Workers, New Study Finds,' 29 July 2014 (available at: <http://www.manchestereveningnews.co.uk/business/apprentice-growth-dominated-older-workers-7521592>)

39 WhatDotheyKnow.com, 'Manchester City Council and the Diversity in Apprenticeship (DIA) Initiative Programme,' 5 August 2014 (available at: [https://www.whatdotheyknow.com/request/manchester\\_city\\_council\\_and\\_the\\_2](https://www.whatdotheyknow.com/request/manchester_city_council_and_the_2))

40 Joseph Rowntree Foundation, 'Supporting Ethnic Minority Young People from Education into Work,' October 2015 (available at: [file:///C:/Users/mend/Downloads/ethnic-minority-into-work%20\(1\).pdf](file:///C:/Users/mend/Downloads/ethnic-minority-into-work%20(1).pdf))

41 The Muslim News, 'Eight Muslim Schools in the Top 50 Exam League,' 25 March 2015 (available at: <http://muslimnews.co.uk/newspaper/home-news/eight-muslim-schools-feature-in-the-top-50-examination-league-tables/>)

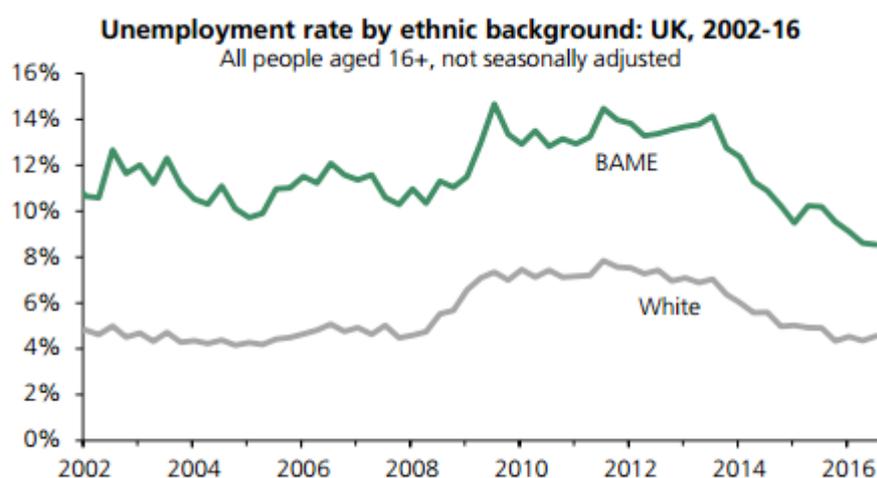
42 The Guardian, 'Two Blackburn Faith Schools Top Charts for GCSE Progress,' 13 October 2016 (available at: <https://www.theguardian.com/education/2016/oct/13/two-blackburn-faith-schools-top-charts-gcse-progress-tauheedul-islam>)

Ethnic minority employees with A-levels or degrees are also far more likely to be overqualified than White employees. 41% of Black African graduates, 39% of Bangladeshi graduates, 36% of Pakistani graduates, 36% of Chinese graduates and 32% of Indian graduates are overqualified, compared with 25% of White graduates.

A similar picture emerges when looking at the rising employment levels of Pakistani and Bangladeshi women. Levels of economic inactivity among Pakistani and Bangladeshi women have slowly decreased over the past decade. Education, alongside shifting gender norms within households, smaller families, and the impact of the recession on household finances, has played a lead role. However, the evidence suggests educated ethnic minority women entering the labour market are doing jobs well below their qualification level. One study using 1992–2010 Labour Force Survey data found that 37.7% of Black African women, 36.4% of Pakistani/ Bangladeshi women and 28.7% of Indian women with higher level qualifications worked in non-graduate jobs, compared with 24% of White UK-born women.

At the national level, there have been few programmes directly targeted at ethnic minority individuals. Some options exist, such as funding for education-to-work provision made available through the DWP Innovation Fund, which aimed to fund various initiatives to give young people better employment prospects.<sup>43</sup> However, such provision appears to be limited or taking place on a small scale.

Before the 2015 general election, the Conservative Party pledged to increase ethnic minority employment by 20% by 2020. This is important in light of the fact that the unemployment rate within Pakistani and Bangladeshi populations is twice that of the White population.<sup>44</sup> (See fig. 6 below).



Source: ONS Labour Market Statistics, November 2016, Table A09

Fig. 6.

However, many are sceptical about the likelihood of the pledge being fulfilled, and the target has also been criticised on the basis that this aggregate increase in employment will be a natural consequence of demographic change – and as a result, it would be disingenuous for the government to claim its scheme has been a success.

The current approach of the government – focused on devolving power and work that is controlled and delivered locally – suggests that one promising way forward is through local policy-making. According to a study of local authorities in England and Wales, gaps in employment between ethnic minority and White British people are significant in some urban centres – among them is Oldham, a region within the Greater Manchester area.

<sup>43</sup> The Cabinet Office, 'Department for Work and Pensions Innovation Fund' (available at: [https://data.gov.uk/sib\\_knowledge\\_box/department-work-and-pensions-innovation-fund](https://data.gov.uk/sib_knowledge_box/department-work-and-pensions-innovation-fund))

<sup>44</sup> House of Commons Library, Briefing Paper no. 6385, 'Unemployment by Ethnic Background,' 29 November 2016 (available at: <file:///C:/Users/mend/Downloads/SN06385.pdf>)

By the same token, there is no guarantee that local initiatives will work simply by virtue of them 'being local'. There is a danger that they simply replicate the mistakes that the national government has made, such as by running short-term pilots that lack continuity. Moreover, local authorities are facing severely limited resources and the devolution process is still very patchy.<sup>45</sup> This will be a significant challenge for Greater Manchester's new Mayor, as the election in 2017 will arguably signify an important stage in the devolution process.

Employment for Muslims over the age of 55 in Manchester also continues to be an issue, and this will be an area the Mayor-to-be will have some influence over. HM Treasury has agreed to work with Greater Manchester (using existing resources) to examine the possibility of a one-off pilot scheme to help older workers with long-term health conditions find employment.<sup>46</sup>

Unemployment rates among middle-aged people from BME backgrounds has been problematic for some years. In 1991 women of Pakistani origin in Manchester had the highest rates of all groups in the city of unemployment, at 29.1%. In the same year, those over 55 were the group second most-likely to be unemployed, with rates standing at 35.8% and 27.1% (in Manchester and Greater Manchester respectively). By 2006 the problem was still recurring, with it being estimated that ethnic minority groups, mostly located in large cities, endured various disadvantages in the labour market.

The mismatch between qualification level and the demands of the job market possibly accounts for the higher levels of ethnic minority unemployment. In the North West generally, White people were more likely to have qualifications than ethnic minorities, with the biggest difference being in the over-45 age group.<sup>47</sup>

The BBC also reported on an experiment showing that a person with a 'Muslim-sounding CV' was only likely to get an interview in one out of three cases, compared with CVs that had more traditionally White-sounding names like John, Adam or Thomas. The exercise, which involved sending CVs from two candidates (named 'Adam' and 'Mohamed' respectively) with identical skills to 100 companies,<sup>48</sup> was conducted by the BBC programme *Inside Out London*, which explores "surprising stories" each week within the capital city.<sup>49</sup> Similarly, a field experiment for the Department for Work and Pensions in 2009 found ethnic minority applicants were discriminated against in favour of White applicants in 29% of cases. Such forms of prejudice against Muslims in the job market are thought to have escalated in the last 15 years, often prone to fluctuation depending on world events.

Potential solutions include encouraging employers to adopt name-blind recruitment, a practice commonplace in public sector organisations such as the NHS. This should be considered as a strategy for encouraging better practices among businesses in Greater Manchester.<sup>50</sup> This is alongside allowing more information to be kept and made available by local authorities on how many apprenticeship places are given to both young people and ethnic minorities. The Mayor's limited remit over people aged 55 or over in the work place should most likely fit within any wider plans for improving skills and employment rates across the Greater Manchester region.

45 JSF, 'Education into Work,' October 2015

46 HMT, 'Greater Manchester Agreement,' 16 March 2016

47 Valerie Symes, 'Unemployment in Europe: Problems and Policies,' Routledge, 21 April 2006, p. 83 (available at: [https://books.google.co.uk/books?id=a6b-X4-Sin8C&source=gbs\\_book\\_other\\_versions](https://books.google.co.uk/books?id=a6b-X4-Sin8C&source=gbs_book_other_versions))

48 BBC News, 'Is it Easier to Get a Job if You're Adam or Mohamed?', 6 February 2017 (available at: <http://www.bbc.co.uk/news/uk-england-london-38751307>)

49 *Inside Out London* (available at: <http://www.bbc.co.uk/programmes/b0071mkv>)

50 BBC, 'Adam or Mohamed?', 6 February 2017

## Business Support

An aspect of the devolution agreement is that the government will work with the GMCA to develop a devolved model of business support from 2017. However, much of what this will consist of will be properly decided in the next Spending Review.

However, research suggests there are challenges that disproportionately face people from ethnic minority backgrounds willing to start businesses. Where firms are dependent on accessing finance, and specifically loans, to start and grow, it is vitally important that ethnic minority businesses are not discriminated against in their search for finance.

Academic research on access to finance for ethnic minorities reviewed for a 2013 report from the Department for Communities and Local Government<sup>51</sup> showed there to be greater variation between the experiences of particular ethnic minority communities, notably Black African, Black Caribbean, Bangladeshi and Pakistani groups. Evidence suggests that people from these ethnic minority groups are more likely to have their loan applications rejected than Indian and White businesses.

The disparities in success rates are not always due to an applicant's ethnicity, however. They can include collateral shortages; poor credit worthiness; lack of formal savings; poor financial track records; perceptions by some of discrimination by banks; and language barriers.

Banks themselves do not currently enquire about the ethnicity of applicants for loans, or the ethnicity of small and medium-sized enterprises' leadership teams when firms apply for finance. Assessing credit worthiness, especially for smaller customers, is heavily based on automated credit scoring models, which do not incorporate ethnicity. Yet there have been calls for banks and building societies to be required to capture, and disclose, data on the ethnicity, postcode and gender of individuals that make loan applications and whether they are successful or unsuccessful – known as 'lending disclosure.'

Collecting and publishing lending data by ethnicity would provide banks with information that could help identify whether their products and services are reaching the diverse communities they serve. If there are patterns or trends that are apparent from the data then it would allow the banks to focus on those that are not being reached, or perhaps adapt their products or services. It would also allow the banks to identify specific bank branches which are lending to those ethnic groups that are finding it difficult to access finance, thereby helping to identify and spread best practice.

It is important that, wherever possible, major government support schemes to help small and medium-sized enterprises access finance reach all communities. While the government has a range of support to help entrepreneurs and small businesses access finance, the government does not itself have interactions with specific businesses and is therefore unable to monitor on the basis of ethnicity or other grouping.

As well as a research based approach to the concerns that ethnic minority businesses may have with regards to accessing finance, the government engaged directly with a number of ethnic minority business groups - including DWP's Ethnic Minority Employment Stakeholder Group - formerly known as the Ethnic Minority Advisory Group, the Equality and Human Rights Commission, academics and others, to understand their experience of the issues.

Ethnic minority business groups who commented as part of the review accepted that the issue of accessible and affordable finance is not one that is unique to ethnic minority businesses. However, they suggested that the problems faced by some ethnic minority businesses in search of finance can be far more acute than for White-owned businesses.

Ethnic minority communities can be among the most disadvantaged in the country and tend to be concentrated in the most deprived areas. For some ethnic minority entrepreneurs, particularly women and recent immigrants, the problem of accessing finance can be further exacerbated by cultural and linguistic barriers.

The Ethnic Minority Employment Stakeholder Group characterised the barriers ethnic minority businesses face in accessing finance as: a perception in some quarters of discrimination and prejudice

<sup>51</sup> Department for Communities and Local Government, 'Ethnic Minority Businesses and Access to Finance,' July 2013 (available at: [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/225762/EMBs\\_and\\_Access\\_to\\_Finance.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/225762/EMBs_and_Access_to_Finance.pdf))

against ethnic minority businesses and entrepreneurs seeking to access finance; low confidence stemming from a perception that mainstream support services lack cultural sensitivity and knowledge of traditional ethnic sectors and markets; poor take up of professional support services which are perceived as intimidating and not relevant to ethnic minority businesses and would-be entrepreneurs. More in particular needs to be done to overcome the perception within Pakistani, Bangladeshi, Black African and Black Caribbean communities that there is active discrimination against people from those backgrounds who wish to apply for support in starting businesses.

The Association and the government both have a genuine and strong desire to stimulate entrepreneurship and improve access to finance for ethnic minority businesses and would-be entrepreneurs. A potential plan for action could include:

- The government, the banks and other professionals organise a range of activities aimed at providing all small and medium-sized enterprises with help, advice and guidance. Ethnic minority businesses can, and should, be able to benefit from these. The new Mayor of Greater Manchester should do more to encourage this.
- Some banks have worked together to provide [www.mentorsme.co.uk](http://www.mentorsme.co.uk), a free portal where businesses can find mentors to help build their skills and improve their finance readiness. Many mentoring organisations do monitor take up by ethnicity and some have specialist provision for certain groups, including ethnic minority entrepreneurs. If a mentee wishes to specify a particular ethnicity for their mentor they can do so at the matching stage. The government has called on ethnic minority business groups to join the mentoring community, and make full use of initiatives like 'Mentorsme' and 'GetMentoring', to raise awareness of, and demand for, mentoring and other sources of business advice.
- Collating data on the use of finance by ethnicity can shed light on any discrepancies in lending patterns by banks. The review resulted in some calls for banks to collect and publicly disclose lending data by ethnicity – 'lending disclosure'.
- The government recommends that the British Bankers' Association include ethnic minority business representation on the Association's Business Finance Roundtable and welcomes the Association's positive response to this recommendation.
- In terms of the immediate questions around whether some ethnic minority businesses are having problems accessing loans, the answer is very clearly 'yes' – but there is no evidence that the challenges they face are due to racial discrimination by the banks. Actions by the banks to collate and publish lending data that is disaggregated by institution and presented on a postcode-level basis, alongside a commitment to use the Small and Medium-Sized Enterprise Finance Monitor survey to collect data on the experiences of ethnic minority businesses, are significant advances.
- However those tools are not always utilised by people from some ethnic minority communities. There is a challenge to the British Bankers' Association, professional advisors and to the government to make sure that ethnic minority businesses are aware of the support available.<sup>52</sup>

The above proposals were a result of then-Deputy Prime Minister Nick Clegg's initiating of a report seeking to examine how Britain's banks can do more to ensure that anyone in Britain wishing to start a business has the opportunity to do so.<sup>53</sup> The new Mayor could do much to encourage greater growth in the city by expanding on these plans.

<sup>52</sup> *Ibid.*,

<sup>53</sup> Gov.uk Press Release, 'Nick Clegg Calls on Banks to do More to Support Ethnic Minority Businesses,' 30 July 2013 (available at: <https://www.gov.uk/government/news/nick-clegg-calls-on-banks-to-do-more-to-support-ethnic-minority-business>)

## Health and Social Care

GMCA and Greater Manchester Clinical Commissioning Groups will be invited to develop a business plan for the integration of health and social care across Greater Manchester, based on control of existing health and social care budgets. The devolution agreement will require the new Mayor to develop a plan for integrating health and social care across Greater Manchester, making best use of existing budgets and including specific targets for reducing pressure on A&E and 'avoidable hospital admissions'.<sup>54</sup>

A report from 2006 claimed that the general health of people in Manchester paints a fairly negative picture. Rates of cancer, obesity, smoking and heart disease are higher than the national average and life expectancy at birth at the time was thought to be the lowest in England.<sup>55</sup> A report from 2016 by Public Health England also showed that rates of child poverty are higher in Manchester than in the rest of the UK on average – and 59.3% of schoolchildren in Manchester are from an ethnic minority background. Health, well-being and infant mortality rates are also worse than in the rest of the UK. There is a gap in life expectancy of 6 years between the poorest and more affluent areas, and furthermore, there were only two indicators in which the North West did better than the national average: older people supported at home and mental health treatment.<sup>56</sup>

The North West also has the highest incidence of alcohol-related hospital stays and of people receiving treatment for drug misuse, and is the second worst region for binge drinking (after the North East) and violent crime (after London). It is also the second worst region for deaths from smoking and early deaths related to cancer and circulatory disease.<sup>57</sup>

Furthermore, there are significant health inequalities among BME communities, for a number of reasons. Existing services have not recognised the different needs of diverse groups of people, with Black and ethnic minorities having specific health issues that are not adequately researched or understood by mainstream health and social care providers. In receiving health and social care BME communities experience a lack of culturally appropriate techniques of care. Such lack of awareness results in disaffection with services or an unwillingness to access them in the first place. Historically, BME communities have been housed in deprived and marginalised areas (often inner city) where health service provision has been poor and patchy. This is another factor in preventing equal access to healthcare.

Specific challenges include addressing obesity, which is particularly problematic in women from Pakistani, Black African, and Black Caribbean communities, and the increasing need for HIV-related services in the overall BME population.<sup>58</sup> This is alongside the challenge of tackling mental health issues among Muslims, which ranked high among the concerns of Muslims in a study in 2015 by FN4M.<sup>59</sup> This also comes within the wider context of perceived barriers to accessing mental health services by BME communities, including stigma, language barriers, cultural insensitivity and discrimination, and lack of awareness of different services amongst patients.<sup>60</sup>

These are challenges that the new Mayor needs to bear in mind as he or she plans for trying to reduce pressure on Greater Manchester's health services. Within the third sector, organisations like Jeena Health have built strong relationships of trust with groups such as South Asian women in Salford and Trafford on sexual health issues relevant to South Asian women. The Greater Manchester Centre for Voluntary Organisation describes such initiatives as culturally sensitive, up-to-date and effective, and accessible to women of all ages who need information on health issues or one-to-one support. By use of in-depth assessment of community needs, Jeena develops and implements effective strategies to raise awareness of health issues.<sup>61</sup> The GMCA should publicly try to support and raise awareness of such initiatives.

54 HMT, 'Greater Manchester Agreement,' 16 March 2016

55 Greater Manchester Centre for Voluntary Organisation, 'Health Inequalities in Greater Manchester,' November/December 2006 (available at: [https://www.gmcvo.org.uk/system/files/Issues%20%20-%20Health%20Inequalities%20in%20Greater%20Manchester\\_0.pdf](https://www.gmcvo.org.uk/system/files/Issues%20%20-%20Health%20Inequalities%20in%20Greater%20Manchester_0.pdf))

56 Public Health England, 'Child Health Profile: Manchester,' March 2016 (available at: <http://www.chimat.org.uk/resource/view.aspx?RID=101746&REGION=101629>, under 'Manchester MCD' and 'Current 2016 Profile')

57 GMCVO, 'Health Inequalities,' 2006

58 GMCA, 'The Greater Manchester Population Health Plan, 2017-2021' (available at: <http://www.gmhsc.org.uk/assets/GM-Population-Health-Plan-Full-Plan.pdf>)

59 Manchester City Council, 'Manchester's Services for Minorities,' May 2016

60 Memon A., Taylor K., Mohebbati L.M. et al, 'Perceived Barriers to Accessing Mental Health Services Among Black and Minority Ethnic (BME)

Communities: A Qualitative Study in Southeast England,' *BMJ Open*, 16:6(11), November 2016 (available at: <https://www.ncbi.nlm.nih.gov/pubmed/27852712>)

61 GMCVO, 'Health Inequalities,' 2006

## Justice

Britain's prison population contains an increasing number of Muslims. In 2002, 5,502 prisoners in England and Wales said they were Muslim. Three years later, the number had risen to 7,246 and almost a decade on, by December 2014, it had reached 12,225. The 20% overall increase in the jail population has been outstripped by the rise in Muslim inmates – up by 122%.

One possible explanation for the rise is that there are now more Muslims in the general population. In the 2001 census, 3% of people in England and Wales said they were Muslim - 1.55 million. By 2011, that had gone up to 4.8% - 2.7 million people - so in some ways, it is natural to expect the numbers of Muslims in prison to go up too.

But the percentage rise in Muslim prisoner numbers has been far greater than the Muslim population increase: by 2015 Muslim inmates accounted for 14.4% of those behind bars, compared with 7.7% in 2002.<sup>62</sup> According to the Muslim Council of Britain, that figure now stands at 13% (see fig. 7 below). Greater Manchester contains two of Britain's most high-profile prisons: HMP Manchester and HMP Forest Bank.

The rise has fuelled fears of prisoners being radicalised, despite the fact that less than 1% of Muslim prisoners have been jailed for terrorism-related offences.<sup>63</sup>

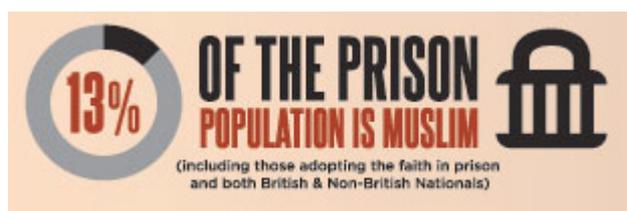


Fig. 7 showing Muslim prison population. Source: Muslim Council of Britain

We thus need to understand this phenomenon. MEND calls for targeted research into the reasons for this and for services to reduce re-offending and improve the rehabilitation for this community in order to reduce the pressure on what is arguably an over-crowded prison population. Both HMP Manchester and HMP Forest Bank have been designated as over-crowded prisons.<sup>64</sup>

Devolution of criminal justice and rehabilitation will strengthen the work Greater Manchester is already doing to deliver effective local justice and reduce offending – a claim made by the region's Mayor and Police and Crime Commissioner.

As was announced by then-Chancellor George Osborne in March 2016, Greater Manchester will take on a greater role in transforming local criminal justice services, including offender management services, plans for a new resettlement prison and potential rollout of sobriety bracelets, also known as 'booze bangles', and GPS tagging for offenders.

While current Mayor Tony Lloyd welcomed the government's confidence in the Police and Crime Commissioner's capability and commitment to deliver better services, he also challenged ministers to continue to work with the organisation and "ensure we have the resources to achieve our ambition."

The devolution plans ought to give Greater Manchester more involvement in the future of the local courts estate, along with a greater role in the commissioning of offender management services, alongside the National Offender Management Service (NOMS), to allow more local flexibility, innovation and better coordination with other local services including healthcare and accommodation. This is combined with the linkage of adult education and skills training provision in the community with education provision in prisons.<sup>65</sup>

<sup>62</sup> BBC News, 'Why the Surge in Muslim Prisoners?', 11 March 2015 (available at: <http://www.bbc.co.uk/news/uk-31794599>)

<sup>63</sup> *Ibid.*,

<sup>64</sup> House of Commons Library, 'Prison Population Statistics,' Briefing Paper no. SN/SG/04334, 4 July 2016 (available at: <http://researchbriefings.parliament.uk/ResearchBriefing/Summary/SN04334>)

<sup>65</sup> Gmpcc.org.uk, 'Mayor to Lead on Justice Devolution,' 17 March 2016 (available at: <https://www.gmpcc.org.uk/news/mayor-to-lead-on-justice-devolution/>)

The deal will see Greater Manchester, the Ministry of Justice, the National Offender Management Service, the Youth Justice Board and other partner agencies commit to the devolution of new powers by April 2017. Mr. Lloyd said justice devolution would strengthen the work the conurbation was already doing to deliver “effective local justice and reduce offending and re-offending”.

The challenges faced by the region are significant in this area. Manchester Crown Court was rated worst for trial effectiveness by the National Audit Office in a recent report and MPs on the Commons public accounts committee have raised concerns that devolution of justice powers could exacerbate the situation rather than improve it, creating a postcode lottery.<sup>66</sup> The new Mayor will need to work to overcome these concerns.

## Anti-Muslim Hate Crime

The Manchester Evening News reported in October 2015 that hate crimes against Muslims in Greater Manchester over the previous 12 months rose from 167 to 328. The four weeks following the November 2015 Paris attacks saw hate crimes more than double in Greater Manchester.<sup>67</sup>

There were 50 reported cases of Islamophobia in the aftermath of the terrorists’ devastating siege of the French capital, in which 130 people were killed. Statistics obtained through a Freedom of Information request show that between 13 November and 9 December, there were on average 1.85 reported cases of Islamophobia per day, compared to 0.8 per day from January 2014 to October 2015.

The upturn in Manchester followed a nationwide surge in anti-Muslim hate crimes of 300%, with the figure rising again in London. The data analysed covers all cases of hate crime and hate incidents reported to Greater Manchester Police which were perceived to be motivated by prejudice toward Muslims and Islam.

However, in a press release published in November by the Office of the Police and Crime Commissioner for Greater Manchester, it was claimed that hate crime reports increased in the weeks following Paris not because of a rise in the crime per se, but because of greater work done to encourage people to come forward and report it.<sup>68</sup>

In November 2015 the Greater Manchester Centre for Voluntary Organisation reported that hate crime reports had risen by a third since November 2014, with 4,592 incidents having been recorded.<sup>69</sup> There were also 3,400 cases of assault, harassment and other offences where race and religion was a factor in the 12 months to September 2015. Some 672 were assaults.<sup>70</sup>

The figures show there were 124 religiously and racially-motivated crimes for every 100,000 people in Greater Manchester in the year to September 2015 - the second highest rate for any conurbation in the country behind London. In the 12 months up to September, there were 1,116 incidents in the city of Manchester; 351 in Oldham; 306 in Rochdale; 349 in Bolton; 311 in Salford; 173 in Bury; 206 in Trafford; 195 in Tameside; 195 in Stockport; and 198 in Wigan.

In Manchester alone, there were 215 religiously and racially-motivated crimes for every 100,000 people in the area in the year to September 2015 - a 47% increase from the year before. Some 233 were assaults. In the city, 39 hate crimes were specifically reported as anti-Semitic in 2014/15 - and 41 as Islamophobic. Across the region, some 82% of hate crimes were race related in 2014/15 across the region - and 7% religious.<sup>71</sup>

<sup>66</sup> Guardian.com, ‘Greater Manchester to Get Devolved Criminal Justice Powers,’ 7 July 2016 (available at: <https://www.theguardian.com/uk-news/2016/jul/07/greater-manchester-to-get-devolved-criminal-justice-powers>)

<sup>67</sup> Manchester Evening News, ‘Islamophobic Crime in Greater Manchester Doubles,’ 26 November 2015 (available at: <http://www.manchestereveningnews.co.uk/news/greater-manchester-news/islamophobic-crime-greater-manchester-doubles-10503391>)

<sup>68</sup> Mancunian Matters, ‘No One Should Feel Afraid’: Reports of Islamophobic Hate Crime to GMP More Than Doubled After Paris Attacks,’ 17 January 2016 (available at: <http://www.mancunianmatters.co.uk/content/170175369-no-one-should-feel-afraid-reports-islamophobic-hate-crime-gmp-more-doubled-after>)

<sup>69</sup> Greater Manchester Centre for Voluntary Organisation, ‘Hate Crime Reports Rise by a Third,’ 27 November 2015 (available at: <https://gmcvo.org.uk/news?page=7>)

<sup>70</sup> Manchester Evening News, ‘Religious and Race Hate Crime Rise by Nearly a Third in Greater Manchester,’ 5 February 2016 (available at: <http://www.manchestereveningnews.co.uk/news/greater-manchester-news/manchester-race-religious-hate-crime-10849104>)

<sup>71</sup> *Ibid.*,

Manchester City Council's hate crime strategy for 2016-2019 also confirmed that reported hate crimes based on religion have increased within Manchester, reaching 6% in 2014/15 after having increased from 3% in 2012/13. Specifically Islamophobic hate crimes had risen from 2% in 2012/13 to 4% in 2013/14, before decreasing slightly to 3% in 2014/15 (see fig. 8 below).

**Hate crimes reported in Manchester from April 2012 to March 2015, by monitored hate strand**

Hate crime	2012/13		2013/14		2014/15	
	Count	%	Count	%	Count	%
Race	747	87	726	84	1014	83
Religion	30	3	41	5	78	6
Sexual orientation	87	10	99	11	140	12
Disability	13	2	14	2	30	2
Trans*	2	0.2	9	1	14	1
Alternative subculture			2	0.2	0	
Anti-Semitic hate crime	13	2	16	2	39	3
Islamophobic hate crime	17	2	32	4	41	3
<b>Total number of hate crimes</b>	<b>859</b>		<b>865</b>		<b>1216</b>	

(Some crimes may include more than one strand.)

Fig. 8. Source: Manchester City Council.

Various news outlets in Britain reported on how the aftermath of the Brexit vote supposedly saw a 57% rise in reported hate crimes to the police from 23-26 June 2016.<sup>72</sup> The think-tank Civitas supported the view that this did not necessarily show a rise in the actual number of crimes committed per se, suggesting that it simply meant a rise in the profile of hate crime as a category, and thus an increasing sense of confidence among those on the receiving end of it when reporting it.<sup>73</sup>

However, Manchester's police force confirmed that hate crime incidents reported to them rose by 50% during the week straight after the Brexit vote. Officers said that reported incidents had increased from 20 a day to 30 a day since 24 June 2016, the day after the referendum.<sup>74</sup> This comes alongside the on-going problem of the far-right within the Greater Manchester area. Examples include demonstrations by the group North West Infidels, who attempted to stage demonstrations in Manchester in February 2016 against the presence of refugees and immigrants in Britain.<sup>75</sup> April 2016 also saw the group stage protests in Rochdale town centre, where members were arrested for breaching the peace and assaulting police officers.<sup>76</sup> This came after a similar protest held by the North West Infidels and another far-right group, Combat 18, in the centre of Manchester in August 2015. They were met by anti-fascist counter-protesters and a heavy police presence, but not before dressing in racist outfits and hurling objects at the anti-fascist demonstrators.<sup>77</sup>

MEND urges the new Mayor to take seriously the issue of hate crime within the region, and work with the Greater Manchester Police on addressing the threats posed by far-right extremists and others who endanger vulnerable minority groups within the region.

<sup>72</sup> Huffington Post, 'Racism After Brexit: Teenagers Hurl Abuse at American on Manchester Tram,' 28 June 2016 (available at: [http://www.huffingtonpost.co.uk/entry/racism-after-brexit-teenagers-hurl-abuse-at-american-on-manchester-tram\\_uk\\_57724f99e4b0d257114a4c9f](http://www.huffingtonpost.co.uk/entry/racism-after-brexit-teenagers-hurl-abuse-at-american-on-manchester-tram_uk_57724f99e4b0d257114a4c9f))

<sup>73</sup> Civitas, 'Hate Crime: the Facts Behind the Headlines,' Briefing Note, October 2016 (available at: <http://www.civitas.org.uk/content/files/hatecrimethefactsbehindtheheadlines.pdf>)

<sup>74</sup> BBC News, 'Greater Manchester Hate Crime Reports Rise by 50%,' 30 June 2016 (available at: <http://www.bbc.co.uk/news/uk-england-manchester-36675813>)

<sup>75</sup> Manchester Evening News, 'Right Wing Group the North West Infidels Plan Manchester Demonstration,' 23 February 2016 (available at: <http://www.manchestereveningnews.co.uk/news/greater-manchester-news/right-wing-group-north-west-10938004>)

<sup>76</sup> Manchester Evening News, 'Far Right Group North West Infidels Stage Protest in Rochdale,' 9 April 2016 (available at: <http://www.manchestereveningnews.co.uk/news/greater-manchester-news/far-right-group-north-west-11162840>)

<sup>77</sup> Manchester Evening News, 'Members of Far Right Groups are Met with Boos, Heckles and House Music as they Try to protest in Manchester,' 22 August 2015 (available at: <http://www.manchestereveningnews.co.uk/news/greater-manchester-news/members-far-right-groups-met-9910607>)



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