

Community Safety:

The State of the City for
Manchester's Lesbian, Gay and
Bisexual Communities



Reg. Charity No. 1070904



MANCHESTER
CITY COUNCIL

This report has been produced by The Lesbian & Gay Foundation (The LGF) with the support of Manchester City Council's Equalities Team. As a charity specialising in sexual orientation, The LGF has been commissioned by the Equalities Funding Programme to deliver a three year programme of work which meets the Council's equality objectives in relation to sexual orientation:

- To strengthen our knowledge, understanding and evidence base about communities so that we can increase community cohesion and design services that meet everyone's needs
- To tackle discrimination and narrow the gap between disadvantaged groups to the wider community and between Manchester and the rest of the country
- To celebrate the diversity of Manchester and increase awareness of the positive contribution that our diverse communities make to the city

This is the first of three annual reports exploring the state of the city for lesbian, gay and bisexual people in Manchester. This year's report focuses on the issue of community safety.

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Forewords

Bev Craig, Labour Councillor for Burnage and
Lead Member for LGBT Women's Issues

In Manchester, we're understandably proud of our LGBT history and the important role that LGBT people play in our thriving city. Manchester's vibrancy and openness brings many people to live and work in the city. Manchester City Council were one of the first in the country to be actively engaged in LGBT issues, supporting campaigns to fight for a fairer society from the 1970's through to today. Since giving its first grant to the Lesbian & Gay Switchboard in 1978, the Council continues to support Manchester's strong voluntary and community sector.

Every year Manchester City Council and the Manchester Partnership produce the *State of the City* report, looking at the city, local wards, and communities of interest including LGB issues. But we want to go further in understanding how we can best ensure that in our city LGBT citizens live safe, secure and happy lives, with services designed to best support them. This report on Manchester's LGB communities is an important part of that, and The LGF recommends that Manchester City Council continues to work with trans organisations to identify and prioritise issues for the trans community in Manchester.

This year's theme of community safety is a pertinent one, both in and around the city centre and in local communities, and one that needs accurate data to fully understand. I'm pleased to see a report that isn't afraid to challenge public sector organisations to do better and provide a number of recommendations that I hope Manchester City Council, Greater Manchester Police, the Police & Crime Commissioner, the NHS and other partners will strive to achieve.



Paul Martin, Chief Executive of The Lesbian & Gay Foundation

Today at least 35,000 lesbian, gay and bisexual people live in Manchester. Many more thousands work, study, socialise, and shop in the city each and every week. It is widely acknowledged that LGB people play a very important part in city life. For many, life in Manchester is good; a positive, tolerant and welcoming city where they can reach their full potential.

Yet for some LGB people life is far from easy, with too many experiencing higher prevalence of health inequalities, and encountering discrimination in their daily lives. Over half of LGB people in Manchester have experienced a hate crime, yet shockingly 62% didn't report it. Equally as worrying, too many LGB people expect to be treated poorly in comparison to their heterosexual peers within publicly funded services and are afraid to challenge discrimination when it occurs.

LGB people are often invisible within mainstream public services and their needs can be hidden from staff. The monitoring of LGB people's sexual orientation when they receive services, funded in part by their own contributions via taxation, is key. If you are not counted in today's world, you often don't count! Public agencies in Manchester must monitor the sexual orientation of their service users and equally, LGB people must disclose their sexual orientation when asked and challenge service providers when not.

This report contains some important evidence about the lives and experiences of LGB people in this city, as well as identifying some key recommendations which, if agencies working together carry out, will greatly improve the lives of all people living in and visiting the city. Community safety is all of our responsibility and The LGF hopes that through this series of reports commissioned by Manchester City Council the needs of all LGB people will be better met.



Executive Summary

The lesbian, gay and bisexual (LGB) population of Manchester is estimated to account for just over 35,000 people. While many of these LGB people are well, happy, economically productive and satisfied with the level of public services they receive, a low-level of expectation commonly underlies this; an underlying expectation that they will experience discrimination, homophobia or biphobia due to their sexual orientation. A recent survey of LGB people in Britain found that between 12-30% would expect to be treated worse than heterosexual people in a range of scenarios including reporting a crime, applying for social housing, visiting their GP and by staff in a care home.¹



Too often, an expectation of poor treatment will result in LGB people not disclosing their sexual orientation, meaning that services continue to be unaware of their needs and do not address them specifically.

It can also result in LGB people being afraid to challenge discrimination when it occurs, or to feel it is not worth doing so. Hate crime motivated by sexual orientation is a commonly experienced phenomenon in the LGB community, yet reporting of it is low: nearly half of LGB people living in Manchester have experienced a homophobic or biphobic hate crime or incident, but 62% of them did not report it.

LGB people live, work, study, shop, socialise and access services across Manchester, and their needs and experiences should be recognised and addressed across the board. There is substantial evidence of the issues experienced by LGB people in relation to their sexual orientation and the impact on their lives: for example, poorer mental health, increased use of drugs and alcohol, experience of homophobic and biphobic hate crime and increased fear of becoming a victim of crime. Yet there are significant gaps in the evidence base in relation to other areas of community safety, such as crimes other than hate crime, sexual violence and exploitation, and experiences of individual and community safety services. This is often due to a lack of service user sexual orientation monitoring in public services; concerning because it suggests that LGB people's needs are not being recognised and addressed when they are most in need of support.

Whilst it is important to recognise that the LGB community does not begin and end with Manchester's gay Village, it is important as a focal point for the LGB community in the city of Manchester and beyond. Hate crime and community safety are key issues of concern for the LGB community, and for those with an interest in the Village. If the area is to retain and develop its identity as a social, cultural and economic hub in the city, then these issues need to be addressed with input from all those with a stake in its future.



¹ Guasp, A. 'Gay in Britain'. London: Stonewall, 2013. http://www.stonewall.org.uk/documents/gay_in_britain.pdf

Recommendations

- ▶ All providers of public services across Manchester should monitor the sexual orientation of service users to better understand access, experience and outcomes for LGB people, and to improve services accordingly (see www.lgf.org.uk/som for a best practice guide). Where services are commissioned from the local authority or health sector, commissioners should include a requirement to monitor sexual orientation in service provision contracts. Greater Manchester Police should record the sexual orientation of both victims and perpetrators in domestic abuse cases, in order to understand the extent of the issue in the LGB community. Manchester City Council should report on progress against its objective to address sexual orientation monitoring in its next *State of the City - Communities of Interest* report.
- ▶ All providers of public services across Manchester should recognise that LGB people are likely to have a low level of expectation with regard to accessing public services. They should work to create a safe, inclusive and respectful environment for LGB people and provide services that meet their specific needs. Community safety agencies that offer single-sex services, such as domestic violence and abuse services, should consider the specific issues for LGB people and same-sex couples and ensure that services are meeting their needs.
- ▶ Community safety agencies and the LGB voluntary and community sector in Manchester should work together to challenge community perceptions of hate crime reporting, in order to increase the number of people reporting homophobic and biphobic hate crime.
- ▶ Community safety agencies, public health teams, the LGB&T voluntary sector and Village businesses should work in partnership on a multi-agency Village Action Plan to develop the Village's full potential as a social, cultural and economic hub for the LGB community and the city of Manchester.
- ▶ Greater Manchester's Police and Crime Commissioner should continue to address the chronic community safety issues that impact the LGB community, through targeted hate crime initiatives and by developing places of safety.
- ▶ Manchester City Council should work with trans organisations to identify and prioritise issues for the trans community in Manchester.



Setting the scene: Manchester's LGB population

It is estimated that between 5-7% of the UK's population identifies as LGB, and as LGB people are more likely to move to cities, it is reasonable to assume that 7% of Manchester's population is LGB which would account for just over 35,000 people.² We estimate that the LGB population of Greater Manchester makes an annual contribution of approximately £1.98 billion to the provision of Greater Manchester's public services via the taxation system.³ Manchester was ranked top in Demos' Boho Britain creativity index, which used three indicators to reach its conclusion: the proportion of gay residents, ethnic diversity, and the number of patent applications per head of population. The report stated that "creative, innovative and entrepreneurial activities tend to flourish in the same kinds of places that attract gays and others outside the norm. When people with varied backgrounds and attitudes collide, economic growth is likely."⁴ Manchester City Council's *State of the City – Communities of Interest* report (2011/2012) acknowledges that



“the Gay Village contributes significantly to the overall economic impact of the city and has been key to the successful branding and external perceptions of Manchester as a fair, tolerant and diverse urban centre.”⁵

The city of Manchester has a long and varied connection to the LGB community. Canal Street first developed its identity as a gay area in the mid-20th century when the declining use of the canals and nearby transport links made it a relatively safe area for gay men to meet clandestinely.⁶ At that time, homosexual acts between men were still illegal, and weren't decriminalised until the passing of the Sexual Offences Act in 1967. During the 1980s, James Anderton, Chief Constable of Greater Manchester, led a crusade against gay men using the area, under the cover of enforcing the law on sexual activity in public toilets.⁷ In the same period, Greater Manchester Police ran a strict licensing regime for bars and nightclubs in the central Manchester area. The development of openly gay bars and clubs did not start until 1990 with the launch of Manto, the first bar on the street to be glass fronted, suggesting a sense of openness and pride.⁸ Arguably, a sense of community in the Village developed as a result of LGB people coming together to protest against the proposed Section 28 and the community's response to the HIV/AIDS



2 Department of Trade and Industry. 'Final Regulatory Impact Assessment: Civil Partnership Act', 2004. Office for National Statistics, '2011 Census - Population and Household Estimates for England and Wales, March 2011'. London: ONS, 2012.

3 Based on a national calculation by Stonewall: Guasp, A. 'Lesbian, gay and bisexual people in later life. London: Stonewall, 2011.

4 Cartner, H. 'Gritty city wins the boho crown'. *The Guardian* (online) 26 May 2003 (accessed 11 Dec. 13). Available from: <http://www.theguardian.com/uk/2003/may/26/communities.arts>. Demos. 'Manchester is favourite with new bohemians'. Demos blog (online). May 2003 (accessed 11 Dec. 13). Available from: http://www.demos.co.uk/press_releases/bohobritain

5 The Manchester Partnership and Manchester City Council. 'State of the City – Communities of Interest (2011/2012)'. Manchester: the Manchester Partnership, 2011.

6 Turner, J. 'The gay village, Canal Street, Manchester'. *The Independent* (online). 9 June 1996 (accessed 11 Dec. 13). Available from: <http://www.independent.co.uk/life-style/the-gay-village-canal-street-manchester-1336138.html>

7 Campbell, B. 'Village People'. *The Guardian*. (online) 7 August 2004 (accessed 11 Dec, 13). Available from: <http://www.theguardian.com/world/2004/aug/07/gayrights.communities>

8 Ibid.

crisis, which inspired awareness raising campaigns and community-based health programmes.⁹

The expansion of the Village in the 1990s was also enabled by support from Manchester City Council, following the passing of a number of non-discrimination policies on the grounds of sexual orientation in the late 1980s, and the appointment of lead officers for lesbians' and gay men's issues at the Council. The Council also supported the annual Mardi Gras, which would later become the Pride festival, and purchased Sackville Street Gardens in 1990 which is still used as a community space today.

Relations between the LGB community and the police have improved significantly since the days of criminalisation and persecution; Greater Manchester Police (GMP) appointed dedicated LGB&T Community Liaison Officers in 2001 who are familiar to the area, and put in place a network of key officers across all divisions within GMP. A police surgery for LGB&T people is run fortnightly from The LGF's Community Resource Centre and GMP provides support for community events in the area, and takes part in the annual Pride parade.

There are, however, significant issues around community safety both in the Village and the wider Manchester area

which must continue to be addressed by these key stakeholders, as well as others such as Village venue owners, LGB groups and the LGB community itself. Hate crime motivated by sexual orientation is a commonly experienced phenomenon in the LGB community, yet reporting is low. Crimes such as assault, petty theft and public disorder which occur in the Village have an impact not just on victims but on the public's perception of the area and its relative safety. Furthermore, the relationship of drug and alcohol use in these incidents is significant. Sexual violence and exploitation are issues which currently receive little consideration from within the community or indeed from some services, but which require serious attention. Domestic violence and abuse among LGB people is also rarely recognised or addressed as an issue, despite evidence suggesting that it is at least as common as among the general population.¹⁰ Current practice at GMP allows a same-sex domestic violence or abuse incident to be recorded, but without sexual orientation monitoring it is impossible to know whether the incident is between a mother and daughter or a female same-sex couple.



⁹ Wikipedia. 'Canal Street (Manchester)' (online) 2013 (accessed 11 Dec, 13). Available from: [http://en.wikipedia.org/wiki/Canal_Street_\(Manchester\)](http://en.wikipedia.org/wiki/Canal_Street_(Manchester)). The Lesbian & Gay Foundation. 'LGB Heritage Timeline' (online) accessed 11 Dec, 13). Available from: <http://www.lgf.org.uk/policy-research/lgb-heritage-timeline/>

¹⁰ Guasp, A. 'The Gay and Bisexual Men's Health Survey 2012'. London: Stonewall, 2012. http://www.stonewall.org.uk/documents/stonewall_gay_mens_health_final_1.pdf Hunt, R and Fish, J. 'Prescription for Change: Lesbian and Bisexual Women's Health Survey 2008'. London: Stonewall, 2008. http://www.stonewall.org.uk/documents/prescription_for_change_1.pdf. Council of Europe. 'Recommendation Rec(2002)5 of the Committee of Ministers to member States on the protection of women against violence adopted on 30 April 2002 and Explanatory Memorandum'. Council of Europe: Strasbourg, France. As quoted by Women's Aid at <http://www.womensaid.org.uk/domestic-violence-articles.asp?section=00010001002200410001&itemid=1280>

LGB inclusion across Manchester

Manchester has a range of LGB voluntary and community groups and organisations across the city, providing support and services to its LGB residents. Many of these are supported by Manchester City Council through the Equalities Fund including The Lesbian & Gay Foundation, the Joyce Leyland LGBT centre and the Albert Kennedy Trust. Many more, however, exist on limited or no funds and are entirely run by volunteers, but continue to provide significant sources of support and social opportunities to their beneficiaries, to help alleviate isolation, increase confidence and wellbeing, and foster a sense of LGB identity and belonging to a community.

These services exist should LGB people wish to access an LGB-specific service. It is perhaps an obvious point that all public services that deal with community safety issues across Manchester should be open to all regardless of sexual orientation, and yet

there is little evidence that services in Manchester are aware of or meeting the needs of the LGB community.

Across June-October 2013, The LGF made contact with public sector organisations in Manchester to ask whether they monitored the sexual orientation of their service users, in what context, and whether the data could be shared publicly. Four organisations responded: Manchester City Council, Greater Manchester Police, Central Manchester University Hospitals NHS Foundation Trust, and University Hospital of South Manchester NHS Foundation Trust. Manchester's three Clinical Commissioning Groups did not respond to the request. None of these organisations had any publicly available data which could be shared as they either did not collect it or did not publish it. University Hospital of South Manchester NHS Foundation Trust for instance, does not monitor sexual orientation from a patient experience or complaints perspective and admits that the practice of monitoring is not embedded. GMP has no systematic way of recording if a victim or perpetrator of crime is LGB. Manchester City Council encourage monitoring where they consider it appropriate; it doesn't take place in Child Services for instance.

These findings are concerning, as monitoring is a proven way to understand service users' needs, improve services, and reduce inequalities. It also enables organisations to meet the requirements of the Equality Act's public sector equality duty which asks public sector bodies to show due regard for the protected characteristics when designing and delivering services and to publish data on how they are achieving this.

Monitoring sexual orientation is part of a wider, overall approach to ensuring equality for all, and has clear benefits for both the organisation carrying out the monitoring and for the individual providing the data. The best possible information about individuals can mean that they receive the best possible service, tailored to their needs. The collection and use of sexual orientation data, by a service provider, in the same way that it collects and uses ethnicity data, can contribute to creating an inclusive environment, which in turn can encourage patients to be more open with their service providers. The more information that is



made available, the more informed the advice and information that is provided. There may also be barriers to access that affect individuals and communities, and monitoring can help to identify and remove these.

Monitoring can also contribute to understanding and meeting needs at a community level. If services know what is affecting individuals with diverse sexual orientations, they can better target preventative and early intervention messages. If the right messages are shared with the right people, then individuals will be more empowered to take responsibility for their own health and wellbeing. Better targeted resources used in a preventative capacity will reduce expenditure linked to reactive costs further down the line.

Manchester City Council's *State of the City – Communities of Interest* report recognises the importance of monitoring sexual orientation and using this data in order to identify discrimination, monitor possible gaps in services and to make visible the needs of LGB people to ensure they are met. The report states that "[monitoring] will be a major milestone objective for the Council in the future."¹¹

A lack of sexual orientation monitoring in public services leads to a lack of data, and therefore lack of acknowledgement of LGB people's needs in services and in needs assessments and strategies. The Joint Strategic Needs Assessment (JSNA) in Manchester does not include hate crime in the chapter on violent crime and assault, for instance. The JSNA does acknowledge that LGB people may experience barriers to seeking help in relation to domestic violence; yet unless domestic violence and abuse services are aware of the specific issues for this community and monitor service users' sexual orientation, they will be unable to fully recognise and address need. For example, same-sex refuge accommodation may not be suitable for a female same-sex couple where one or both partners are perpetrators, and a women-only service is not suitable for a male victim in a same-sex relationship.



¹¹ The Manchester Partnership and Manchester City Council. 'State of the City – Communities of Interest (2011/2012)'. Manchester: the Manchester Partnership, 2011.

Community safety: the state of the city now

LGB community safety is a significant issue both in the Village and in the wider Manchester area. It is important to recognise that LGB people exist outside of the Village, and in some cases outside of an identifiable LGB community.

LGB people live, work, study, shop, socialise and access services across Manchester, and their needs and experiences should be recognised

and addressed across the board. Homophobic and biphobic hate crime is generally recognised as an issue affecting the community and police reporting mechanisms mean that there is rich data with regards to LGB people's experience of hate crime. It must be recognised however that community safety covers issues that are wider than hate crime. A lack of sexual orientation monitoring across services dealing with community safety means that LGB people's experiences are not recorded and recognised, resulting in a lack of knowledge about LGB people's experiences in relation to other crime and other areas of community safety.

General crime

Stonewall research found that almost half of all LGB people have been the victim of some type of crime or incident in the last three years, which includes hate crime but also general crimes ranging from harassment, theft and damage of property to physical and sexual assault. It also found that the fear of becoming a victim of hate crime leaves many LGB people feeling unsafe in their homes and local community:

two thirds feel they are at a bigger risk of being insulted, intimidated or harassed than heterosexual people;

and a quarter feel the need to alter their behaviour so that they are not perceived as gay to avoid being the victim of crime.¹²

Sexual violence and abuse

Research suggests that one in eight LGB people have experienced unwanted sexual contact, and in a minority of cases (2%) it was as part of a hate crime.¹³ Unfortunately there is a serious lack of data relating to LGB people's needs and experiences when accessing support services for sexual and domestic violence and abuse, and the majority of services do not monitor the sexual orientation of service users. In the year 2011/12,

17 of The LGF's counselling clients raised issues of domestic abuse and/or adult sexual violence

at presentation to the service. During this period the number of service users accessing The LGF for support around these issues increased due to an information and support campaign we ran for gay and bisexual men who had been affected by sexual violence.

¹² Guasp, A. 'Homophobic Hate Crime: the Gay British Crime Survey 2013'. London: Stonewall, 2013. http://www.stonewall.org.uk/documents/hate_crime.pdf

¹³ Guasp, A. 'Homophobic Hate Crime: the Gay British Crime Survey 2013'. London: Stonewall, 2013. http://www.stonewall.org.uk/documents/hate_crime.pdf

Domestic violence and abuse

There is some evidence that

LGB people are at similar or higher risk of domestic violence and abuse than the general population.

Half of gay and bisexual men have experienced at least one incident of domestic abuse from a family member or partner since the age of 16 compared to 17% of men in general.¹⁴ One in four lesbians and bisexual women have experienced domestic violence in a relationship, comparable to the one in four women in the general population who have experienced domestic violence.¹⁵

Public sex environments

There are significant community safety issues relating to public sex environments in Manchester. These areas, such as the canal near Dale Street, are often well-established cruising areas for men who have sex with men. However, men using the areas for this purpose can be at risk of exploitation and attacks. Since the 2003 Sexual Offences Act, adult men having sex in public can no longer be charged with gross indecency, but they can be prosecuted in response to complaints about indecent exposure or outraging public decency. Police guidelines now advise not to mount proactive operations against cruising, yet given the historical context, police presence in these areas must still be managed sensitively. Community safety agencies must consider responses to these areas taking into account the need to reduce risk of potential harm for our communities, and respond appropriately.

Housing

Community safety impacts on many other areas of public policy, for example, housing. There is anecdotal evidence to suggest that LGB people may be more likely to rent rather than buy property, due to a combination of factors: they may be likely to earn lower salaries compared to heterosexual peers¹⁶ and HIV diagnoses may have led to some gay men being reluctant to plan for later life.

Criminality is associated with tenancy type, as areas with a high proportion of rental properties are less likely to have financial and social

14 Guasp, A. 'The Gay and Bisexual Men's Health Survey 2012'. London: Stonewall, 2012. http://www.stonewall.org.uk/documents/stonewall_gay_mens_health_final_1.pdf

15 Hunt, R and Fish, J. 'Prescription for Change: Lesbian and Bisexual Women's Health Survey 2008'. London: Stonewall, 2008. http://www.stonewall.org.uk/documents/prescription_for_change_1.pdf and Council of Europe (2002). 'Recommendation Rec(2002)5 of the Committee of Ministers to member States on the protection of women against violence adopted on 30 April 2002 and Explanatory Memorandum'. Council of Europe: Strasbourg, France. As quoted by Women's Aid at <http://www.womensaid.org.uk/domestic-violence-articles.asp?section=00010001002200410001&itemid=1280>

16 Balakrishnan, A. and E. Bauer 'Gay men earn less and are more likely to be jobless, survey shows'. *The Guardian* (online) 28 July 2006 (accessed 11 Dec. 13). Available from: http://www.theguardian.com/business/2006/jul/28/gayrights.money_Uhrig_Noah.. 'Sexual orientation and poverty'. *ISER Podcast Series 2013-10*. (Podcast) 27 December 2013 (Accessed 06 Jan 2014). Available from: <https://www.iser.essex.ac.uk/podcasts/iser/2013/10>



investment in them, and so more likely to have higher crime rates.¹⁷

This could result in LGB people being more likely to be victims of crime at a community level

as well as an individual level, due to their chosen tenancy type.

Hate crime

Since 2005, Section 146 of the Criminal Justice Act 2003 has empowered courts to impose tougher sentences for offences motivated by the victim's sexual orientation. GMP's reporting figures since then have built up an indicative picture of hate crime in the area. Table 1 illustrates the distribution of hate crimes and incidents across Greater Manchester, with

by far the highest percentage for sexual orientation hate crime recorded for Manchester itself (36%).

Manchester City Council's *State of the City – Communities of Interest* report recognises that the number of reported incidents for Manchester is consistently greater than in any other local authority area in the region, and states that "this is likely due to both the increased awareness and availability of reporting mechanisms in and around the city, and the high volume of initial incidents due to the presence of the Gay Village and the number of individuals it attracts from all over the north west."¹⁸ However, data from GMP on recorded crime in the Village shows that rates of hate crime and incidents in the area are actually relatively low.¹⁹ Again, it must be recognised that hate crime is not just centred on the Village and in fact occurs elsewhere, and that LGB people can be victims of crime other than hate crime.

Table 1: Hate crime and incidents recorded by Greater Manchester Police by area:

Year	Manchester	Salford	Tameside	Stockport	Bolton	Wigan	Trafford	Bury	Rochdale	Oldham	Total
2010-11	157	65	32	24	23	36	13	15	21	31	417
2011-12	152	37	31	27	34	27	24	20	3	30	385
2012-13	118	52	34	32	22	32	24	20	15	31	380
Total	427	154	97	83	79	95	61	55	39	92	1182
% of total	36.1	13	8.2	7	6.6	8	5.2	4.7	3.3	7.8	100

Table 2 suggests that there has been a decline in reported hate crime motivated by sexual orientation over the last three years. This is not conclusive evidence of a reduction in occurrence of actual incidents, as evidence from a variety of sources shows that hate crime continues to be a problem for the LGB community in Manchester.

¹⁷ W.M. Rohe et al. 'The social benefits and costs of home ownership: a critical assessment of the research'. In: Tighe, J.R. and Mueller, E.J. *The Affordable Housing Reader*. Oxford: Routledge, 2013. pp.196-213.

¹⁸ The Manchester Partnership and Manchester City Council. 'State of the City – Communities of Interest (2011/2012)'. Manchester: the Manchester Partnership, 2011.

¹⁹ Email communication from GMP Intelligence Researcher (Development Unit - City Centre INPT) to The LGF. 7 October 2013.

Table 2: Hate crime and incidents recorded by Greater Manchester Police for Manchester

Year	Sexual Orientation	Total
2010-11	157	159
2011-12	152	160
2012-13	118	122

While much has been done to increase awareness of hate crime in the LGB community and to encourage reporting, under-reporting of hate crime continues to be a significant issue.

The LGF's "I Exist" survey of LGB people living in Manchester found that nearly half had experienced a homophobic hate crime or incident.

Of those, two in ten had last experienced it less than 6 months ago and three in ten had last experienced it the previous year. However, 67% of those who experienced a hate crime or incident did not report it. The most common reasons for not reporting were:

- I didn't think it was serious enough (50%)
- I didn't think anything would happen (24%)
- I didn't feel confident that any action would be taken (16%)²⁰

This suggests that more needs to be done to promote the value of reporting hate crimes and incidents for the community and the individual. Communication between agencies and victims could be improved to explain what happens following reports of hate crime.

This reflects a national picture, where evidence suggests that hate crime and hate incidents may be hugely under-reported, particularly among certain communities. For example, a study among the LGB community across Britain in 2013 found that one in ten had experienced a homophobic hate incident in the preceding year, of whom two thirds did not report it to anyone. Testimonies indicate that under-reporting is greater in cases where the victim is more 'isolated' and believes that the problem is particularly challenging.²¹

Perception of crime

Research conducted with the LGB community in Manchester shows that hate crime and community safety are key issues of concern for people. The Village Census is conducted twice a year by The LGF to generate a 'snapshot' of the area and those visiting it. This year we asked respondents "how important is the Village to you?" and "what one change would make the Village a better place for you?" Nearly nine in ten (85%) of the LGB respondents from Greater Manchester said that the Village was important or fairly important to them. When suggesting changes in the Village, comments relating to policing, community safety

²⁰ "I Exist" Manchester findings (unpublished), The Lesbian & Gay Foundation, 2011.

²¹ Guasp, A. 'Homophobic Hate Crime: the Gay British Crime Survey 2013'. London: Stonewall, 2013. http://www.stonewall.org.uk/documents/hate_crime.pdf



and crime reduction were the third most commonly received. Responses in this category covered issues such as better policing (particularly on the weekends); better street lighting and CCTV; a clamp-down on drug dealing and usage in the area; continuation of the Village Angels scheme; and reducing muggings in particular. Responses relating to crime and safety cut across the topic of who accesses the Village with many feeling that the banning of certain groups would reduce certain crimes: straight men were widely linked with fighting and violence, “known criminals” were linked with drugs and muggings, and “straights” were generally linked to homophobia.²²

In September and October 2013 the Village Angels conducted vox pops with visitors in the Village to find out their thoughts on community safety in the area. The majority of respondents (83%) said they felt safe or very safe in the Village. Most also said that it compared favourably with other areas in Manchester or Greater Manchester where they went out (i.e. that it was safer or there was less trouble). When asked what would improve safety in the Village, the most popular response was an increased police presence, mentioned by nearly half of respondents.

Respondents were asked what works well in maintaining safety in the Village, and nearly half mentioned the Village Angels.

When asked where they would go if they needed help, information or support while in the Village, a third of respondents mentioned the Village Angels or The LGF.²³

These findings suggest that although most visitors to the Village feel safe there, the majority perceive crime to be a significant problem in the area, and are keen to suggest ways to tackle this. In fact, GMP data on recorded crime in the Village shows that generally there has been a reduction from 2011/12 to 2012/13. This is reflective of a national picture, where there has been a decrease in reported crime in the last year.²⁴ However, public perception of crime and safety must not be underestimated as such perceptions are important to an individual’s social investment in a place, and to financial investment from businesses and other stakeholders. The interplay of these elements can combine to impact on an area’s chance of economic success, its reputation with consumers, and its role as a cultural and social hub. The theory that one broken window left unrepaired will increase vandalism – as onlookers will interpret it as a signal that “no one cares” and so breaking more windows costs nothing – is pertinent here.²⁵ Visible efforts to reduce crime further and to increase community wellbeing, alongside visible support for community initiatives and activities will reinforce positive



22 The Lesbian & Gay Foundation. ‘Village Census 2013’. Unpublished document. The LGF, 2013.

23 The Lesbian & Gay Foundation. ‘Village Angels Vox Pops’. Unpublished document. The LGF, 2013

24 Office for National Statistics. ‘Statistical bulletin: Crime in England and Wales, Year Ending March 2013’. ONS, 2013 <http://www.ons.gov.uk/ons/rel/crime-stats/crime-statistics/period-ending-march-2013/stb-crime--period-ending-march-2013.html>

25 Wilson, J.Q. and Kelling, G.L. ‘Broken Windows’. The Atlantic Monthly, 1 March 1982. Manhattan Institute for Policy Research. http://www.manhattan-institute.org/pdf/_atlantic_monthly-broken_windows.pdf

community attitudes towards the Village and so continue a virtuous circle.

Addressing community safety

The LGF, supported by Manchester City Council and GMP, and a number of Village businesses, provides specific support services around hate crime and community safety, including a hate crime reporting service and the Village Angels programme which operates in the Village on Friday and Saturday nights. It also runs a telephone and email helpline, pop-in, wellbeing clinic, peer support groups, befriending and face-to-face counselling where people can access support and advice following experiences of hate crime, homophobia and biphobia, violence and abuse, discrimination and any other community safety issue.

The LGF is a registered third party reporting centre for Manchester and takes reports of hate crimes and incidents motivated by sexual orientation

through a range of services, including our 'pop-in' service, telephone and email helpline, counselling, website and assertive outreach programmes.

During the period April 2012 – March 2013:

- We dealt with 24 enquiries related to hate crime/hate incidents.
- We distributed 897 hate crime guides.
- 28 individuals attended our Police Advice Surgery, run in collaboration with GMP.
- 2,797 people signed up to our campaign to take action against homophobia.

In contrast to the data presented in Table 2 (above) which showed a reduction in hate crime recorded by GMP, The LGF has seen an increase in service users accessing The LGF for support around hate crime:

In 2011/12, 145 service users from Greater Manchester accessed our services for support around hate crime and 5 reported a sexual orientation hate crime to us.

In 2012/13, 245 service users from Greater Manchester accessed our services for support around hate crime and 1 reported a sexual orientation hate crime to us.

Through the delivery of the Village Angels programme, which is supported by the Office of the Police and Crime Commissioner, The LGF continues to address community safety issues, including hate crimes and incidents to support LGB people in Manchester. The programme has been proven to relieve pressure from emergency services and other agencies by delivering timely, in the moment, support to vulnerable and potentially vulnerable individuals in the Village.



During the period June - December 2013 the team delivered over 5,068 meaningful engagements with members of the public and assisted with 347 notable incidents.

The programme also aims to promote personal safety through a combination of delivering necessary interventions and promoting safety messages through one to one interventions, resources and active community engagement.

In addition, the Village Angels play an important role as 'capable guardians' in the area. Their presence suggests both that the area is looked after, and that they could positively intervene in a potential crime, therefore reducing the opportunities to commit crime in the area and deterring potential offenders from perpetrating a crime.²⁶

In 2010 The LGF launched *Enough is Enough!* a community campaign against homophobia. A key element of the campaign is to raise awareness among the LGB community of the importance of reporting hate crime, supporting community safety measures, and working together to improve community cohesion. Events are held on key dates in the LGB calendar (for example, International Day Against Homophobia and Transphobia) and an online social media presence is maintained. To date, over 13,000 people have signed-up and pledged their support for the campaign.

Partnership approaches

Key statutory agencies in Manchester are working in partnership to support the LGB community and address community safety. The Office of the Police and Crime Commissioner funds the successful Village Angels programme delivered by The LGF, as well as continually working with community agencies to understand and address needs and support innovative programmes. Manchester City Council facilitates the city's Crime and Disorder Reduction Partnership which aims to reduce crime rates in Manchester to bring them closer to the national average, and to ensure that the city is a safe place for residents and businesses to live, work and enjoy. The Council also has representation on the Local Scrutiny Involvement Panel of the Crown Prosecution Service, which brings together individual case scrutiny of local hate crimes and stakeholder engagement.

Partnership approaches from the LGB community

A variety of partnership approaches to LGB community safety exist in Manchester, centred around the Village.

The Village Action Group, facilitated by The LGF, meets monthly and brings together key stakeholders with either a strategic, financial or policy interest in the safety and use of the Village, including representatives

26 New South Wales Attorney General & Justice. 'Routine activity theory Crime prevention'. New South Wales Attorney General & Justice, 2011. http://www.crimeprevention.nsw.gov.au/agdbasev7wr/assets/cpd/m66000112/routineactivityfactsheet_nov2011.pdf

from the Village Business Association, Manchester City Council, GMP, the Office of the Police and Crime Commissioner and CityCo. The group aims to enable collaborative working to address community safety issues and is currently creating an action plan for the area.

Friends of Sackville Gardens is a volunteer-led group which works to maintain and promote Sackville Gardens as a community space. Over the summer the group hosted a 'neighbours' day', involving community members and promoting opportunities to get involved in local LGB community activity. More recently, the group embarked on the development of a Transgender Remembrance Memorial, which is the first of its kind in this country. This work is bringing together the trans community to create a focal point in the gardens to celebrate and remember trans people who have faced discrimination and transphobia.

The Greater Manchester LGB&T Network comprises staff from the LGB&T voluntary and community sector, and representatives from public and private sector LGB&T staff networks who are committed to taking forward equalities work in the area. The group aims to encourage cross sector working to support LGB&T community activity.

The Village Business Association is a committee of businesses based in the area that come together to address issues affecting the Village including crime and community safety. It recognises the contribution of voluntary and community organisations and groups working within and on behalf of the community, and works together as an association to support them.

In February 2013, members of the Village Business Association signed a Charter that aims to prevent negative behaviour and incidents within Canal Street and surrounding areas, and further the improvement of the Village. The Charter set out a series of commitments which aim to address issues such as drug use, violence and hate crime in the area, to further improve the conditions of the Village. This includes sharing of potentially important CCTV footage; responsible sale of alcohol; demonstrating transparency when fundraising for events such as Manchester Pride; and publicly displaying copies of the Charter across venues. An additional effect of the Village Charter is to improve public perception of the signatories, by demonstrating their commitment to the wellbeing of the area's visitors and the community.

These agencies and community groups all recognise the importance of bringing together different stakeholders to work collaboratively towards addressing community safety.

The role of LGB community events in promoting community cohesion and community safety must also be recognised. International Day Against Homophobia and Transphobia, World AIDS Day, LGBT History Month, Coming Out Day, Sparkle and of course Manchester Pride are key dates which encourage the celebration of diversity, taking pride in the progress of LGB rights, commemorating victims of discrimination, homophobia and biphobia, and challenging these where they still exist. Some of these events are world-famous, attracting people from across the North West as well as elsewhere in the UK and internationally,



whose presence contributes to the local economy. They also provide opportunities for Manchester agencies to engage with the LGB community and to show their support.



Case study: addressing hate crime through partnership working

Sue had been the victim of a number of homophobic attacks, mainly verbal abuse. They were happening near her home and she was concerned that it would escalate as she worked shifts and was often returning home late at night. Sue had reported the homophobic attacks to the police, but felt that she wasn't getting the support she needed because although the incidents had been recorded, she was told that she needed to speak to her housing association as it was a matter to be resolved through them. Sue accessed The LGF's pop-in service to get further support.

The LGF pop-in staff were able to identify the housing association and look into their neighbour nuisance policies. Sue made an appointment to speak to somebody at the housing association, and The LGF pop-in staff went through the policies with her and clarified what standards she could expect from the housing association. The LGF pop-in staff offered to accompany Sue to the meeting and agreed she could come back for any further support she needed.

Sue went on to access The LGF's legal advice surgery, run by a local solicitors to get further information and support. She also accessed the LGB&T police surgery run by GMP, where police were able to give her further advice and explain the reasoning behind some of the decisions made by the police that she hadn't understood. They also gave her advice regarding safety in the home, and keeping a log of incidents so that any future incidents could be linked and the number and level of these attacks could be seen immediately.

Sue's experience of being a victim of hate crime was having a negative impact on her mental health, and she was concerned about how her employers would react if she had to have time off work because of it. With Sue's permission, The LGF pop-in staff drafted a letter to her employers, describing the situation, the action that had been taken and contact details of the agencies that were supporting her.

The LGF also offered Sue access to the counselling service, to address the impact her experiences were having on her mental health. The counselling service uses a Clinical Outcomes Routine Evaluation assessment to measure improvement in mental health and wellbeing, and Sue's scores show that her wellbeing has improved as a result of using the service. Sue is now accessing one of The LGF's peer support groups which is helping to rebuild her confidence, and knows that she can access The LGF's helpline and pop-in service if she should need any immediate support.

Names have been changed



Community safety: looking to the future

The stakeholder engagement conducted for this report and the research presented within it demonstrate that hate crime and community safety are key issues of concern for the LGB community, and for those with an interest in the Village. These issues are also pertinent to the wider city of Manchester, along with recognition that the LGB community does not begin and end with the Village.

There is a significant lack of data about the needs of LGB people in relation to all areas of crime and community safety,

other than hate crime and other than crime which occurs in the Village. Agencies working to address community safety in the city need to consider and meet LGB people's needs across the board.

The Village is, however, a recognisable focal point for the LGB community in Manchester, and if it is to retain and develop its identity as a social, cultural and economic hub in the city, then these issues need to be addressed with input from all those with a stake in its future.

Stakeholders ranging from the Village Business Association, the Village Action Group, Friends of Sackville Gardens and the LGB community were asked what they wanted to see for the future of the Village, considering what was good about the area, what could change, and what it could look like in 5, 10 or 20 years' time.

Several themes emerged relating to the look and feel of the Village, including venues taking responsibility for cleaning the area, pedestrianisation of other streets such as Bloom Street, and having hanging baskets outside venues. The most common responses concerned safety mechanisms which could be considered 'quick wins': extra lighting and CCTV in the area; zero-tolerance agreements across agencies towards drug and hate crime offenses; and action taken against street hawkers. There were several suggestions to increase the diversity of businesses in the Village, including venues with a non-alcoholic offer, a bookshop and street markets. Responses also tapped into a community cohesion theme, with some respondents calling for an end to 'members-only' policies which they saw as exclusionary to straight friends, and others calling for a return to what they saw as a previously gay-exclusive area now diluted with straight visitors. This was linked to hen-parties using the Village, and associated groups of straight men who were perceived to be following them. A re-launch of the Village Awards Scheme was suggested, with the intention of allowing venues to promote their community involvement and so improving the community's perception of venues and the area in general.

The Village Action Group is developing a Village Action Plan, focussed on the group's primary objectives for the future development of the Village. In large part, these reflect the issues and suggestions raised in the research conducted for this report. The overarching objective is for



“healthier and happier people to be using a safer and cleaner Village with more to do both day and night.” This is split over four key areas:



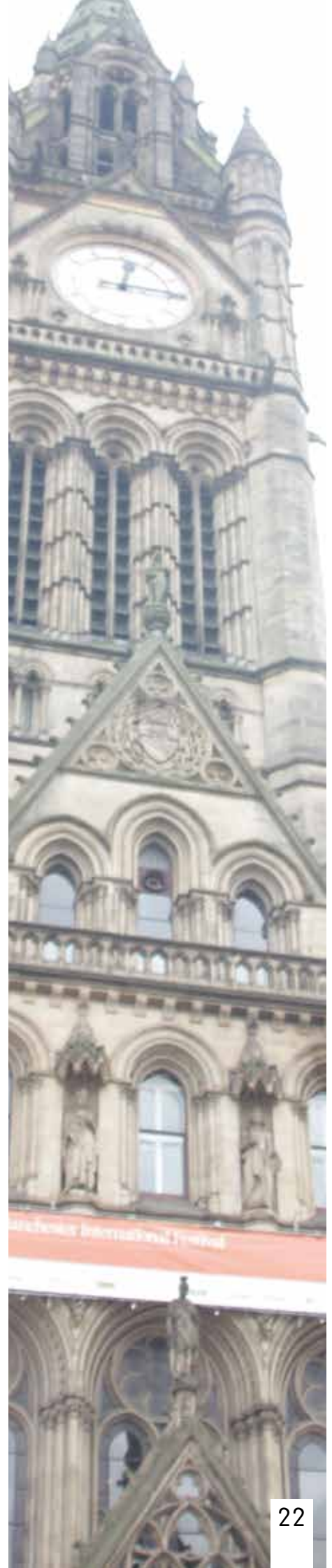
Keep our Village tidy	Community safety	Better use of information and networks	Daytime and evening offers
street cleaning responsible venues hanging baskets Village signs tree lights paving and cobbles entry into a future ‘Britain in Bloom’	zero-tolerance to hate crime campaign safe flows of traffic and people tackling sexual health, sexual violence and sexual assault addressing homelessness increased CCTV coverage venue staff training in First Aid and recovery Village Angels more visible policing street lighting police advice surgeries hate crime third party reporting centres minimum door standards drugs and alcohol work and health promotion addressing under-age drinking ‘if you see it, report it’ campaign canal towpath places of safety	Village Charter door policies crime hotspots managing people banned from venues CityCo website police briefing sessions NiteNet Village Business Association meetings Village Action Group meetings The LGF’s Village Census reports	‘Your Village Loves You’ campaign incentives healthy eating options events calendar Village awards scheme promotion and marketing Friends of Sackville gardens: focal point of the Village, farmers’ market, food festival, Proms in the Park, family and children’s offer

The Village Action Group aims to take this work forward in partnership with other stakeholders invested in the area, including community safety agencies, public health teams, the LGB&T voluntary sector and Village businesses.



Recommendations

- ▶ All providers of public services across Manchester should monitor the sexual orientation of service users to better understand access, experience and outcomes for LGB people, and to improve services accordingly (see www.lgf.org.uk/som for a best practice guide). Where services are commissioned from the local authority or health sector, commissioners should include a requirement to monitor sexual orientation in service provision contracts. Greater Manchester Police should record the sexual orientation of both victims and perpetrators in domestic abuse cases, in order to understand the extent of the issue in the LGB community. Manchester City Council should report on progress against its objective to address sexual orientation monitoring in its next *State of the City - Communities of Interest* report.
- ▶ All providers of public services across Manchester should recognise that LGB people are likely to have a low level of expectation with regard to accessing public services. They should work to create a safe, inclusive and respectful environment for LGB people and provide services that meet their specific needs. Community safety agencies that offer single-sex services, such as domestic violence and abuse services, should consider the specific issues for LGB people and same-sex couples and ensure that services are meeting their needs.
- ▶ Community safety agencies and the LGB voluntary and community sector in Manchester should work together to challenge community perceptions of hate crime reporting, in order to increase the number of people reporting homophobic and biphobic hate crime.
- ▶ Community safety agencies, public health teams, the LGB&T voluntary sector and Village businesses should work in partnership on a multi-agency Village Action Plan to develop the Village's full potential as a social, cultural and economic hub for the LGB community and the city of Manchester.
- ▶ Greater Manchester's Police and Crime Commissioner should continue to address the chronic community safety issues that impact the LGB community, through targeted hate crime initiatives and by developing places of safety.
- ▶ Manchester City Council should work with trans organisations to identify and prioritise issues for the trans community in Manchester.



Further information

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For free access to LGB&T statistics on a range of topics,
visit The Lesbian & Gay Foundation's Evidence Exchange:
www.lgf.org.uk/evidence



We believe in a fair and equal society where all lesbian, gay and bisexual people can achieve their full potential.

For a large print format of this report, please call 0845 3 30 30 30 or email: info@lgf.org.uk



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