Overview and Scrutiny

Provision for the LGBT+ Community in Lewisham
Safer Stronger Communities Select Committee

December 2017

Membership of the Safer Stronger Communities Select Committee in 2017/18:

Councillor Pauline Morrison (Chair)

Councillor James-J Walsh (Vice-Chair)

Councillor Brenda Dacres

Councillor Colin Elliott

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Councillor Joyce Jacca

Councillor Jim Mallory

Councillor David Michael

Councillor Pat Raven

Councillor Paul Upex

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Vice Chair's Introduction

It is with pleasure that I present this scrutiny report to Mayor and Cabinet during February LGBT History Month as a comprehensive report with achievable actions as to how we can better provide for the LGBT Community.

Lewisham has always been a great place to live work and learn, and that is in no small part due to its tolerant and diverse community and the commitment from Lewisham Council and our community partners to ensuring social cohesion. Lewisham's LGBT History can be tracked back over many decades and indeed centuries, and we can be proud as a Borough that for many years LGBT+ people have chosen to make their home here. Our success at attracting and retaining LGBT+ residents to live here has been measured in recent research; surprisingly to the committee, as a Borough we have almost two and half times the national average of LGBT+ residents. With this comes a rich tapestry of diversity, knowledge and skills that we as a savvy Council can and should harness.

However, whilst we can take pride in how attractive Lewisham and its community is to LGBT+ people when compared to other areas of the UK – negative attitudes, intolerance and additional barriers still pervade into the day to day lives of this section of the community. The '*decriminalisation of homosexuality'* began more than fifty years ago but still the effects remain. Whilst near complete legal equality exists in the UK, other social, health and civic inequalities sadly remain both nationaly and internationaly and as our research identified, in Lewisham too.

Austerity and the continued squeeze on council services is undeniably a pressure and concern, but this local authority has shown it doesn't shirk its commitment to 'equality, diversity and inclusion', even during the toughest of times. Whilst government-led cuts remain an arduous challenge, it can also be turned into an opportunity for Lewisham to change its approaches and models. To move from being heavily involved in 'service provision' to a greater community enabler role, giving rise to new models of working around community facilitation and organising. Our recommendations call for the co-production of an LGBT+ Action Plan for Lewisham. Our research also highlighted the need for a consistent approach to monitoring and mapping LGBT+ community usage in our service reporting statistocs and a commitment to increasing our organisational knowledge and understanding of the needs of this community through a range of measures including a 'joint strategic needs assessment' and the syntheses and adoption of better practice uncovered by our work. The committee have been diligent in their recommendations to outline what we believe are achievable and reasonable requests for a Council that has equality as one of its core tenets.

As a gay man who was born, educated, grew-up & lives in, and now has the honour of representing, the Borough of Lewisham; I'm proud that we have undertaken this research. I am proud that we've had a thorough and honest conversation about existing gaps and excited about the possibilities that it presents for my community.

Finally, I want to thank the range of voluntary and community contributors who fed into this Scrutiny report, our colleagues at Manchester City Council and Leicestershire County Council for their time and input, as well as the myriad of voluntary sector organisations, but in particular the LGBT Foundation, whose work and research, and collection of resources formed a strong backbone for which this report was built from.

In pride,

Councillor James-J Walsh
Vicw Chair of the Safer Stronger Communities Select Committee

Executive summary

Equalities is central to the provision of Council services and the Safer Stronger Communities Select Committee is focussed on looking at equalities across all protected characteristics. For their 2017/18 work programme the Committee were keen to look at the experiences of and provisions for LGBT+ people in Lewisham. Recent surveys had indicated that at least around 4% of the Lewisham population defined themselves as being LGBT. The committee felt that the experiences of these people in accessing services and in inequalities faced was important and needed further investigation.

The review recognises that inequalities and experiences within those defining as LGBT are diverse and different groups and those within each group may face different challenges or not face challenges at all. The committee were also mindful of the lack of data available around certain characteristics such as the Trans+ community and therefore recommended that further work be done to specifically explore the experiences and needs of Trans+ people in Lewisham.

The report focusses on the following six areas: Health and well-being, community engagement; crime; young people; Lewisham as an employer; and Housing, homelessness and the elderly. These areas reflect areas where inequalities are faced and also areas where the Council has a clear role.

Health and well-being was a key area of focus for the review. The findings showed rises in sexual health inequalities particularly in the men who have sex with men (MSM) community and this was of concern to the Committee. The Committee looked at access to services, available data and the Joint Strategic Needs Assessments produced by the Council. The report is mindful of the lack of data available in some areas and that issues faced were very different amongst different groups within those defining as LGBT+ and that the data was not often available for monitoring this. For this reason the committee's recommendations focussed strongly on improving the data and improving the Joint Strategic Needs Assessment process.

The review considers the role of the Council in community engagement and provision for young people. The review highlights some good practice in this area, however it also stresses that consideration to the LGBT+ community and all those protected in equalities legislation should be further embedded across the Council and this is reflected in the focus of the Committee's recommendations. The review's finding also focus strongly on partnership working with other public bodies and community groups.

The review notes the higher incidences of hate crime amongst the LGBT+ community and in particular the Trans + community. In order to ensure future monitoring of this the Committee's recommendations include more information on hate crime being presented to the Committee as part of their standard reports and sub-divided into different categories so this can be further monitored.

Using best practice examples from other Councils and local organisations the committee's finding also include looking at housing and the possibility of further investigating extra care provision and in embedding good equalities policies across

providers of social care to the Council. The review also looks at Lewisham Council as an employer and makes recommendations around ensuring it is at the forefront of progressive inclusive practices emulating leading organisations in this area.

The Committee were grateful to all those who gave evidence to the review and feel that their recommendations will improve provision for LGBT+ people in Lewisham.

Recommendations

The Committee would like to thank all those who gave evidence to the review; Manchester City Council; Leicestershire County Council; the LGBT voluntary and community groups that inputted into this work; and the Officers who both creatively and diligently supported the research and creation of this report.

The Committee would like to make the following recommendations:

Recommendation 1: That the London Borough of Lewisham should resource, produce and adopt a Lewisham LGBT+ Community Action Plan. The Action Plan should be annually reported back to the SSSC throughout the next administration.

Context: That in recognition of the broad and diverse nature of this topic, the fact that Lewisham has 2.4 times the national average of LGB residents and the limited time and resource available through Scrutiny, that we should draw on similar authorities' approaches, in developing in partnership with the LGBT+ Community and other key stakeholders an action plan that should align with the Councils Comprehensive Equality Strategy.

Recommendation 2: That the Mayor should work to ensure that through the Council's internal and external communications, the Council includes positive and celebratory stories and imagery that reflect all protected characteristics, including LGBT+ people, with these woven through specific interest pieces, and also through more generic topics.

Context: Although the report highlights areas where inequalities exist, it is important to consider the LGBT+ community, and all communities, particularly those with protected characteristics, in terms of a "community asset model", empowering and facilitating them to use their inherent skills as a resource to form sustainable, community owned solutions.

Recommendation 3: That a consistent and 'whole-organisation' approach (including via contractors/commissioned partners) to equalities data gathering/monitoring be implemented.

Context: Equalities monitoring was found to be lacking on some casework systems, and in routine questions to service users. This should be corrected at the earliest opportunity. Monitoring questions should be aligned to latest ONS 'questions and guidance' on equality and diversity across all protected characteristics and be omitted only on the rarest exceptions. The Council should ensure it is clear to service users why the information is being sought, and how it will be used. Collecting this information will inform and enhance the decision-making process within the borough and the allocation of resources and service provisions.

Recommendation 4: Service provision across the Council should look at the "whole person" and consider multiple characteristics when ensuring the best options for individuals. This may necessitate reviews of screening questions

as well as additional learning and development for staff to understand any barriers or issues that their service users/customers may face.

Context: Paragraph 10.13 of the report

Recommendation 5: That the Council's workforce should match where possible the community it serves, consideration should be given by the Mayor on how to identify any protected characteristics where this is not the case, and the causes for it, and seek to improve the levels of representation.

Context: 1.8% of LBL staff identify as being LGB on staff surveys (para 9.2) and 2% of the UK population identify as LGB (ONS, Sexual Identity, UK: 2016). The Lewisham Residents' Survey (2015) identified 4% of Lewisham's population as being LGB. In terms of having a workforce that reflects the community it serves, Lewisham's workforce figure is therefore below the national and local estimated LGB population.

Recommendation 6: That during staff induction, new staff should be informed about the different staff forums available and HR should include new starter information/staff packs with clear information and signposting about support and staff forums. Councillors also should receive copies of the staff pack for information. Equalities training should be mandatory for all Councillors, and where appropriate for staff. Human Resources should look at the best practice provided by Leicester County Council and apply it locally in consultation with the LGBT+ staff forum. This should include producing: a "Managing LGBT+ Staff Guide"; auditing Council policies to be more LGBT+ inclusive (i.e. family leave, and removing gender-based pronouns); and creating a pan-organisation network of forums to support and join up good practice and joint LGBT+ initiatives.

Context for recommendation 6: Paragraphs 5.27, 9.15. 9.22 and 9.26 of the report.

Recommendation 7: That the LGBT+ Staff forum and other staff forums (and the staff that facilitate them) be given the time and resources to bring their communities' interests and knowledge as a resource to embed across the Council. The Council should see these forums as a rich resource for canvassing opinion on policies and proposals and should introduce processes to support and embed this across the Council.

Context: Paragraph 9.26. The End of Life Care Policy where views from the LGBT staff forum were sought and used to help shape policy.

Recommendation 8: That the Council should adopt a system where there is an elected member appointed Council Lead/Champion for each protected characteristics under the Equalities Act 2010. The appointment should be made through Full Council.

Context: Paragraph 9.20

Recommendation 9: That the Council should ensure there is a specific joint strategic needs assessment (JSNA) for the LGBT+ community. This review by the Safer Stronger Select Committee should be used as part of the evidence base. The Health and Wellbeing Board should be instructed to consider this as an urgent priority, making use of the evidence from this review.

Context: The Committee were concerned that there was a lack of evidence on the LGBT+ Community in the Joint Strategic Needs Assessment (JSNA) given the complex health and wellbeing needs of this community and the vital role the JSNA has in the commissioning of services.

Recommendation 10: The Committee also noted that not all Equalities Act protected characteristics had a specific JSNA needs assessments. The Committee felt that the Mayor should also look into this further, to ensure commissioning is based on the needs of all residents.

Recommendation 11: That the Council facilitates a meeting with the Lewisham clinical commissioning groups (CCG's), the LGBT+ Foundation and other key stakeholders, with the aspiration of Lewisham being the first London Borough to launch the 'Pride in Practice' or similar LGBT+ health quality assurance scheme.

Context (10 & 11): From feedback received during the evidence sessions and from research undertaken by the LGBT+ Foundation; NHS service users identified significant barriers to accessing LGBT+ inclusive healthcare provision in Borough. The Committee were impressed with the LGBT Foundation's, Royal College of GPs endorsed, 'Pride in Practice' quality assurance mark for primary care services.

Recommendation 12: That to begin to tackle the issue of LGBT+ substance misuse, the council should review and take lessons from the recommendations outlined in the National LGB Drug and Alcohol Database "Part of the Picture" Briefing Sheet for Commissioners and Policy Makers and Department of Health funded London Friend's "Out of your mind" research, and advocate for other health partners to do similarly.

Context: It was of concern that LGB People are more likely than their heterosexual peers to partake in alcohol and substance misuse. The Committee heard how some jointly commissioned services were being delivered at considerable distance from the Borough and that future commissioned services outside of Borough should make an assessment of accessibility and cost to users, given the evidence from Metro about the LGBT community facing poorer income and employment outcomes.

Recommendation 13: That the Mayor should ask the Council's Public Health Team to carry out a review of LGBT facing sexual health services in the borough. This should include, where appropriate, focus groups with LGBT+ communities to ascertain why so many choose to access services out of Borough and to better understand their views of LB Lewisham commissioned health services in the borough. An action plan should be generated to help LB

Lewisham and where appropriate NHS partners to improve services to better meet needs.

Recommendation 14: That the Mayor and Council seek to support the LGBT+ Community by setting a clear Council aspiration for attracting and supporting LGBT+ services to the Borough and, where appropriate, protecting LGBT+ spaces through planning policies and other instruments available to it. Should appropriate LGBT+ operators come forward, the Council should give significant consideration to using community assets to enable the provision of an LGBT+ centric community space.

Context: The Committee had concerns about the lack of spaces for the LGBT+ community, the closure of LGBT+ spaces in the Borough over recent years, and the impact and need for the provision of such spaces, for both adults and children.

Recommendation 15: That the following reports be reviewed by the Public Health Team and other key departments to evaluate whether findings can be incorporated into Council policy, and that of partner organisations: the DoH/Public Health England endorsed LGBT+ Public Health Outcomes Framework companion; The LGBT Adult Social Care Outcomes Framework Companion and Public Health England's research on promoting the health and wellbeing of gay and bisexual men and other men who have sex with men (MSM).

Recommendation 16: When receiving reports on the Safer Lewisham Plan, the Committee request that a specific sub-report is included on hate crime statistics affecting the LGBT+ community as well as all other communities with protected characteristics.

Context: The Committee understands that the LGBT+ community are disproportionately affected by crime compared to the population as a whole.

Recommendation 17: That the Council emulate good practice from Manchester City Council and Leicestershire County Council in respect to their excellent partnership working with other statutory service authorities, public bodies and universities.

Context: Paragraph 9.21. Sharing expertise and resources was seen to be cost-effective and ensured a joined up approach to service delivery and a commitment to innovation and excellence.

Recommendation 18: That the Council ensures its social care providers have a commitment to equalities including a specific LGBT+ Policy and that their staff have completed equalities training. The Council should look at ways it can assist signposting and embedding the Opening Doors London checklist for Social Care providers as a resource for providers who are unsure of how to improve provision.

Context: Paragraph 10.24. The Committee were concerned about the experience of some older members of the LGBT+ community accessing services and in care homes.

Recommendation 19: That the Strategic Housing Team and the Cabinet Member for Housing should progress the work with Tonic Housing to scrutinise the viability of an LGBT+ Extra Care facility, and if appropriate, support progressing the project. This should be considered in the context of ensuring groups are integrated well with the Lewisham Community.

Context: Safer Stronger Communities Select Committee welcomed the idea of extra care housing facilities for the LGBT+ community given the concerns raised during evidence sessions and in recommendation 18.

Recommendation 20: That the Council increase the awareness of the specific LGBT+ youth provision in the borough by requesting other commissioned youth work providers and schools regularly communicate details to their students/young people. The Council should encourage schools to reach out to the LGBT community to ensure their services are as robust an offer as possible. The Council should ensure it has a thorough understanding of the distances young people are travelling to access LGBT youth groups in order to identify if distance of provision is a hidden barrier to access. The Council should work with LGBT young people and commissioned providers to ensure that the provision available is meeting their needs.

Context: The Committee celebrated the fact that the Mayor and Lewisham Council continue to acknowledge the need for dedicated LGBT Youth Work provision and took a two-pronged approach to it through offering bespoke LGBT youth services in the borough and by ensuring an inclusive environment within other youth provisions.

Recommendation 21: That the Mayor should request further work be undertaken to better understand the specific experiences and needs of Lewisham's Trans+ Community.

Context: The committee noted the limited evidence that was available locally on Trans+ needs and issues and that further work should be undertaken to ensure the needs and services of Trans+ people were fully met.

3. Purpose and structure of review

3.1 The Safer, Stronger Communities Select Committee decided that, as the Committee with the overarching role of considering equalities across the Council, as part of their work programme they should look into provision for the LGBT+ Community in Lewisham.

3.2 At its meeting on 26 June 2017, the Committee agreed the scoping paper for a review into Provision for the LGBT+ Community in Lewisham. The scoping paper set out the background and key lines of enquiry for the review. This included information on a wide range of issues relating to the LGBT+ community. Due to the remit and terms of reference of the Safer Stronger Community Select Committee, it was proposed that the broader context should be considered, as well as a focus on crime and safety which included misuse of drugs and alcohol and on Lewisham Council as an employer. The scope also proposed to consider good practice from Manchester City Council which included a focus on housing for elderly residents. It was acknowledged that there were some areas of the scope that overlapped with other select committees' remits, but felt that as the Committee's terms of reference included all aspects of scrutiny relating to the "equality of opportunity within the borough" it was the right place for this topic to be considered. Business Panel considered the Committee's scope and agreed that this was a relevant topic to be considered by the Safer Stronger Communities Select Committee.

3.3 The following key lines of enquiry were agreed:

National Context and Best Practice

- What are the challenges faced by the LGBT+ community?
- Where do inequalities exist?
- What are the best local authorities doing to mitigate this?
- Is this good practice applicable to Lewisham and if so, how can it be emulated?
- Are there resource implications?

Lewisham

- What are the challenges for Lewisham residents and staff?
- What is the role of the Council?
- What data is collected and how?
- How do we ensure the data we have is accurate and up to date?
- What is the data telling us? Does this match the experiences of community groups and local residents?
- Are there barriers to getting the information and how can we mitigate this?
- Where are the areas of most concern?
- What training is undertaken for providers of social care on LGBT+ issues, what is happening currently and how effective this is?
- The possibility of some LGBT+ pubs and venues being recognised as assets of community value.

3.4 The timeline for the review was as follows:

Visit to Manchester City Council and LGBT Foundation (Tuesday 5 September)

- Considering examples of good practice and information on LGBT+ Extra Care Provision.

First evidence-taking session –National Context and Best Practice (21 September 2017)

- Receiving verbal and written evidence from national organisations such as LGBT Foundation and Stonewall. Discussion on evidence from Manchester City Council and LGBT Foundation.
- Receiving evidence from Tonic Housing

Second evidence-taking session – Lewisham Focus (2 November 2017)

- Receiving evidence from officers and providers on the JSNA and staff information and provision.
- Questioning officers and witnesses on their evidence.

Telephone Conference – Leicestershire County Council (Monday 13 November 2017)

- Considering examples of good practice and information on Stonewall LGBT friendly employer status. (rated 7th most LGBT friendly employer in Stonewall survey 2016).

Written Submission – Metro Charity (November 2017)

- Written submission received and discussed as part of the discussions of the draft report.

Recommendations and draft report (13 December 2017)

- Considering a final report presenting all the evidence taken and agreeing recommendations for submission to Mayor and Cabinet.

3.5 The structure of this report will be based on the following key headings: health and well-being; community engagement; crime; young people; Lewisham as an employer and service provider; and housing and older residents. The evidence received has been collated within this structure.

3.6 The review makes reference to the LGB community only where the data source only includes reference to the Lesbian, Gay and Bisexual Community. Many of the statistical data sources use this term where there is no data available on the Trans community. Other references to the LGBT, LGBT+ and LGBT* community are used following the language of the evidence provider and the report therefore uses their choice of term. All other references are to the LGBT+ community.

4 Policy Context

4.1 The Council's overarching vision is "Together we will make Lewisham the best place in London to live, work and learn". In addition to this, ten corporate priorities and the overarching Sustainable Community Strategy drive decision making in the Council. Lewisham's corporate priorities were agreed by full Council and they remain the principal mechanism through which the Council's performance is reported.

4.2 Equalities and LGBT+ provision crosses many of the Council's corporate priorities of: community leadership and empowerment; young people's achievement and involvement; safety, security and a visible presence; protection of children; caring for adults and older people; active healthy citizens. It is also important in the context of the underlying principles of the Sustainable Community Strategy of: reducing inequality – narrowing the gap in outcomes for all citizens; and delivering together efficiently, effectively and equitably – ensuring all citizens have appropriate access to and choice of high quality services. The theme also crosses over many of the priorities in the Sustainable Community Strategy. "Ambitious and Achieving" aims to create a borough where people are inspired and supported to achieve their potential. "Safer" where people feel safe and live free from crime, antisocial behaviour and abuse. "Empowered and Responsible" where people are actively involved in their local area and contribute to supportive communities. "Clean, green and liveable" where people live in high quality housing and can care for and enjoy their environment. "Healthy, active and enjoyable", where people can actively participate in maintaining and improving their health and well-being. "Dynamic and prosperous", where people are part of vibrant communities and town centres, well connected to London and beyond.

4.3 The Council's strategic approach to delivering equality is set out in the Comprehensive Equalities Scheme 2016-20. The CES takes account of statutory responsibilities under the Equality Act 2010 and incorporates the nine characteristics that are protected under this legislation, including sexual orientation and gender re-assignment. The CES also outlines the Council's equalities objectives.

4.4 Lewisham's five equalities objectives are designed to ensure a holistic approach to tackling discrimination and promoting equality, across all protected characteristics, including sexual orientation. They are as follows:

1. To tackle victimisation, harassment and discrimination
2. To improve access to services
3. To close the gap in outcomes for citizens
4. To increase understanding and mutual respect between communities
5. To increase participation and engagement

4.5 In the 2015 Lewisham Residents Survey, 4% of respondents identified themselves as Lesbian Gay or Bisexual (LGB).[1] Nationally the ONS estimates that in 2015, 1.7% of the UK population identified themselves as LGB. Nationally, for the younger age group of the population aged 16 to 24, 3.3% identified themselves as LGB, the largest percentage within any age group in 2015[2]. In 2015, the population of London had the largest percentage of any region who identified themselves as LGB at 2.6%.[3] There is very limited data available on the percentage of the population who identify as Trans. The Gender Identity Research and Education Society (GIRES) has carried out work estimating the size of the transgender population in the UK. It is estimated that there are between 10 and 45 people per 100,000 identifying as trans* in different areas of the UK.[4]

4.6 This report will look at a number of areas of relevance to the LGBT+ community including: Health and Wellbeing, Community Engagement, Crime, Young People, and Older People and consider the provision in Lewisham, where relevant and provide statistics, where possible.

Recommendation: That the Mayor should request further work be undertaken to better understand the specific experiences and needs of Lewisham's Trans+ Community.

5 Health and Wellbeing

5.1 This section includes information on a number of factors relating to the health and well-being and the impact on the LGBT community and information on the Joint Strategic Needs Assessment (JSNA) and data processes. Sexuality is not routinely recorded for most health issues but there is growing evidence that there are areas where there are poorer health outcomes in the LGBT population. According to Public Health England[5] these are: sexual health and HIV; mental health; and rates of smoking, alcohol and drug usage. In Lewisham the data available as part of the JSNA on the LGBT community was criticised by the Committee and this is further explored in paragraph 5.21 below which provides more details on the JSNA process.

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[1] Residents Survey details can be found here: https://www.lewisham.gov.uk/mayorandcouncil/aboutthecouncil/performance/Documents/Lewisham%20Residents%20Survey%202015%20Summary.pdf

[2] ONS, Sexual Identity, Uk, 2015 https://www.ons.gov.uk/peoplepopulationandcommunity/culturalidentity/sexuality/bulletins/sexualidentityuk/2015

[3] ONS, Sexual Identity, Uk, 2015 https://www.ons.gov.uk/peoplepopulationandcommunity/culturalidentity/sexuality/bulletins/sexualidentityuk/2015

[4] Lewisham Comprehensive Equalities Scheme Data Sift https://www.lewisham.gov.uk/mayorandcouncil/aboutthecouncil/equality-and-diversity/Documents/Comprehensive%20Equalities%20Scheme%202016%E2%80%9320.pdf

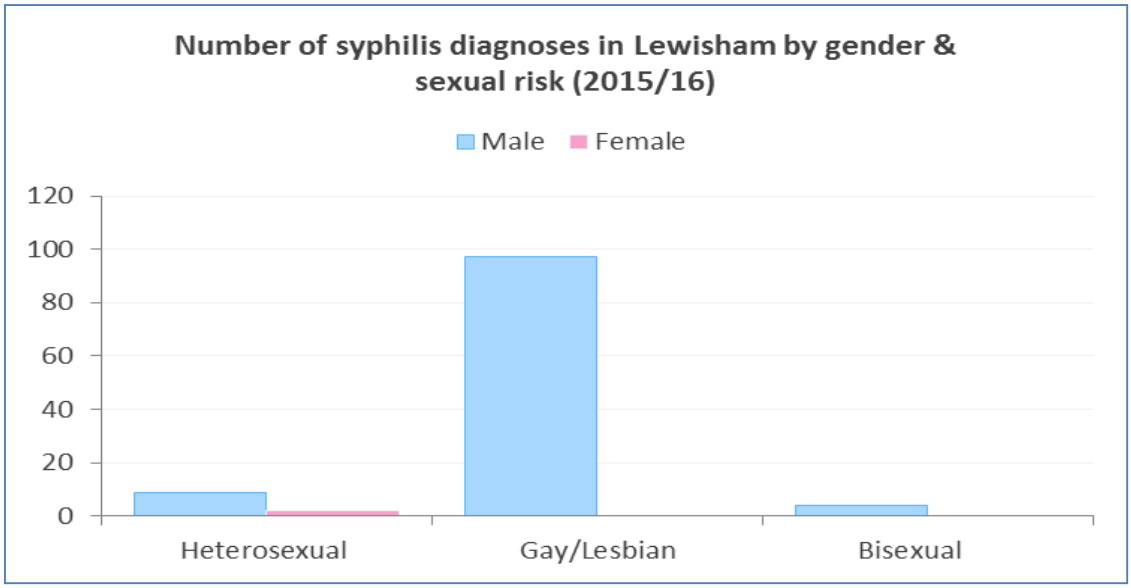
[5] Public Health Action Plan, Public Health England, February 2015 https://www.gov.uk/government/news/phe-action-plan-tackles-health-inequalities-for-men-who-have-sex-with-men

Sexual Health

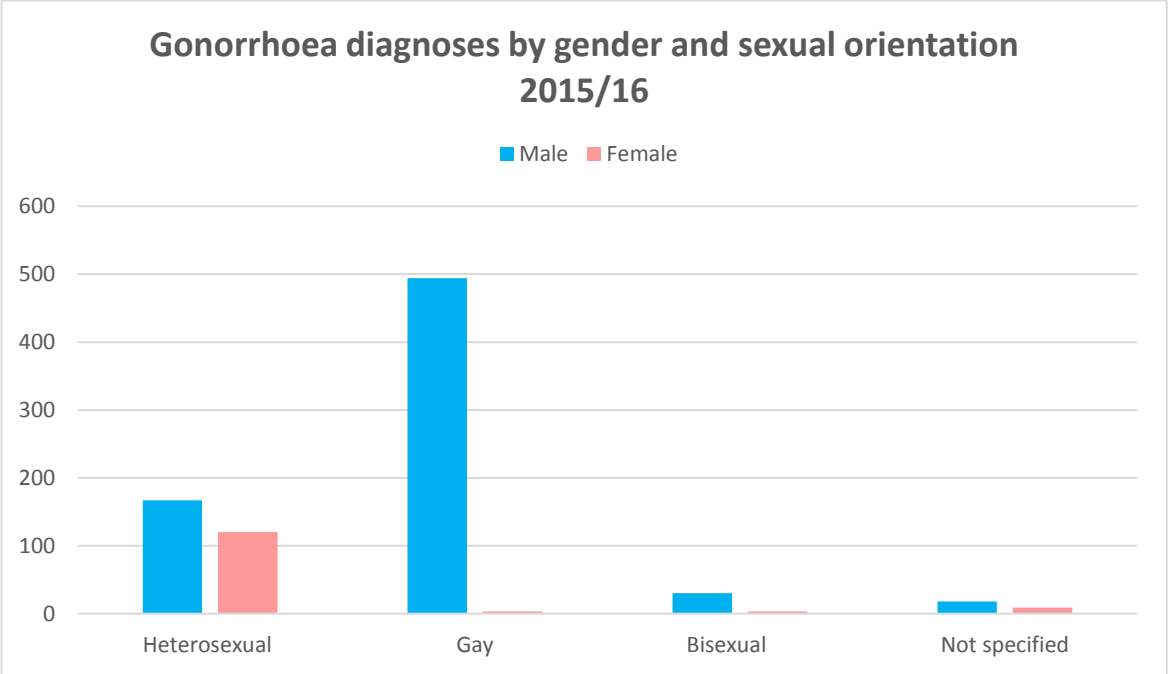
5.3 Sexually transmitted infection (STI) rates are highest in young people, men who have sex with men (MSM) and black ethnic minorities. Women who have sex with women are at lowest risk with very small numbers diagnosed with STIs. The number of STI diagnoses in MSM has risen sharply in England in recent years and this is also the case in Lewisham, with the number of cases of new infections more than doubling between 2011 and 2015. Over the last few years the number and rates of infection in heterosexual men has been falling, but has continued to rise in MSM.

5.4 Gonorrhoea is the most commonly diagnosed STI among MSM. High levels of gonorrhoea transmission are of particular concern given the emergence of gonorrhoea resistant to anti-biotic treatment. However there is no evidence of a particular problem in Lewisham in relation to resistant strains of gonorrhoea. In 2015, overall 6,346 new sexually transmitted infections (STIs) were diagnosed in residents of Lewisham, a rate of 2173.8 per 100,000 residents (compared to 767.6 per 100,000 in England). For cases in male Lewisham residents men where sexual orientation was known, 40.7% (1,175) of new STIs diagnosed in sexual health clinics were among MSM.

5.5 In England, 70% of gonorrhoea cases and 84% of syphilis cases were in MSM. In Lewisham 90% of all new syphilis cases in men were in MSM (of which 3% identified as bisexual). The number of cases in women was less than 5 and none of these were in Lesbian women. In total there were 114 new syphilis cases diagnosed in Lewisham residents.



5.6 Of new gonorrhoea cases diagnosed in 2015/16 in men, 59% were MSM, who had over 5 times the number of infections compared to heterosexual men, despite accounting for an estimated 10% of male population. In the female population 2% of gonorrhoea infections, were in lesbian women, and a further 2% in bisexual women.



HIV

5.7 There were around 100 new HIV diagnoses in Lewisham in 2015. The diagnosed HIV prevalence was 8.3 per 1,000 population aged 15-59 years (compared to 2.26 per 1,000 in England). There are around 1,660 people in Lewisham living with HIV accessing HIV services. Of these around 40% probably acquired their infection through sex between men, and 55% through heterosexual sex. Of the remaining 5%, 1.4% of infections were probably transmitted through injecting drug use and the rest were either unknown or acquired through other means. New infections are more likely to be acquired through sex between men rather than through heterosexual sex.

Access to Services

5.8 In 2015/16 there were just under 15,000 male and around 29,300 female first attendances in sexual health clinics by Lewisham residents. The figure for women is significantly higher than for men, as women access clinics for contraception as well as for sexually transmitted infection screening and treatment. Of the men attending 32% identified as gay and 2% as bisexual. Of the women attending 0.4% identified as lesbian, and 0.74% bisexual.

5.9 Overall around 32% of Lewisham residents accessing sexual health services do so outside of the borough. Central London clinics are more likely to be accessed by MSM than heterosexual men and women. There is a specialist sexual health clinic at the Waldron Health Centre for MSM called the newXclinic. However, all 4 sexual health clinics in Lewisham are able to see and clinically manage LGBT individuals.

5.10 In the first quarter of 2016/17, 60 Lewisham residents were tested through the HIV.test website. Due to the small numbers it is not yet possible to give a breakdown by sexual orientation and positive results, but Lewisham has a higher return rate (61%) than Lambeth and Southwark, both around 50%. 70% of tests are in men.

5.11 Lewisham contributes to the London wide HIV prevention programme branded as “DO IT LONDON” which is targeted at gay men and BME groups at highest risk of HIV infection. The programme includes outreach into 80 gay clubs/venues in central London, promotion of HIV testing and use of media (including social media and engagement via gay dating websites and apps) to develop a recognised brand to promote messages around HIV prevention. Lewisham Council contributed £59,000 to this in 2016/17.

5.12 Lewisham Council, with Lambeth and Southwark Councils also commission the RISE partnership which provides HIV Prevention and Sexual Health Services to Black African and Caribbean communities and gay, bisexual and MSM across Lambeth, Southwark and Lewisham. The services available include peer support for BAME MSM, personal development training for MSM, Chemsex harm reduction, training for faith leaders as well as outreach services for HIV testing and condom distribution. Lewisham MSM have access to and attend a number of peer support programmes through the RISE programme - particularly for those MSM from BAME groups who may face stigma within their own communities.

5.13 Interventions through the RISE partnership take place at 14 outreach locations across the borough, these include a range of religious, cultural and commercial settings. Outreach work includes support, testing, condom distribution and programme delivery such as the Testing Faith Programme and the Strengthening Families, Strengthening Communities Programme.

5.14 RISE have established new partnerships and referral pathways via the range of Rise programmes and interventions including through: Lewisham Pre-school Alliance; Welcare; Africa; Lewisham YOS; Lewisham + Bromley MIND; Lewisham Young Women’s’ Resource Project; Lewisham Volunteers Centre; Lewisham Seventh Day Adventist church; the Ecumenical Borough of Deans Lewisham; Christ the Rock Ministries Lewisham; Positive Parenting and Children (working across Boroughs); Preschool Learning Alliance (Lewisham); Welcare (working across Boroughs); Working With Men (working across Boroughs); House of Rainbow (working across Boroughs).

5.15 From April 2016 to the end of September 2016 (Q1 and Q2), through RISE, 22 faith leaders in Lewisham completed the Testing Faith training programme, and 292 individuals were engaged through community outreach programmes. In addition to this 3550 condoms were distributed in Lewisham. 3100 postcards and small media were also distributed in Lewisham promoting RISE.

Alcohol and substance abuse

5.16 The Prevention, Inclusion and Public Health Commissioning Team in Lewisham commissions drugs services, runs awareness campaigns, provides training and advice, and aims to help people in Lewisham with the problems that drug and alcohol use cause to individuals, families and communities.

5.17 Quarterly performance monitoring of service providers, includes Treatment Outcome Indicators which measures LGBT clients accessing their services, and promotes outreach work with this community.

Mental Health

5.18 The South London and Maudsley NHS Foundation Trust, the borough's main mental health service provider, supports the Four in Ten peer support group for LGBT people with mental health problems. The group meets once a week and is intended to provide a safe place for LGBT people with mental health issues to socialise, share experiences and support one another. SLAM also offers a range of academic sessions to ensure clinicians are mindful of issues faced by their patients, this will include gender and sexuality. SLaM often refer onto specific services, such as the Metro Centre, mermaidsuk.org.uk and the Tavistock Gender Identity Clinic, when specialist LGBT support is required.

Joint Strategic Needs Assessment (JSNA)

5.19 Primary Care Trusts and local authorities are required to produce a JSNA of the health and wellbeing of their local community. This is a requirement of The Local Government and Public Involvement in Health Act 2007. The Health and Social Care Act 2012 places a statutory obligation on the Local Authority, Clinical Commissioning Groups (CCGs) and the NHS Commissioning Board to jointly produce, and commission with regard to a JSNA.

5.20 The JSNA includes an evidence base with local demographic. This includes and has potential to include data on sexuality and other protected characteristics. A good JSNA will work with partners and the public to look at the current and future health and care needs of the local population and consider the wider determinants of health and identify inequalities, gaps in services and un-met needs. In addition to this it should inform and guide the planning and commissioning of health, well-being and social care services and provide evidence for the effectiveness of different health and care interventions and document current service provision.

5.21 The Committee heard evidence from Danny Ruta, Director of Public Health, Lewisham Council, focusing on the JSNA process and information within it. The Committee felt that the evidence highlighted a lack of information on the LGBT community. The Council's Public Health Team stated that it would welcome any recommendations around ways to improve the quantity and quality of data available. It was acknowledged that the lack of LGBT data on JSNA needs assessments was not unique to Lewisham and many other

published JSNAs demonstrated a gap in this area. However, some examples of published needs assessments that included more data on the LGBT community were available and could be used as a template by Lewisham. The JSNA needs assessment for the LGBT community for the Royal Borough of Windsor is a good example[6].

5.22 Public Health had the same equalities responsibilities as the Council overall and must have respect to the protected characteristics as set out in the Equalities Act 2010 and not discriminate against anyone. Public Health also had a responsibility for identifying any inequalities in health.

5.23 Public Health were responsible for updating the Lewisham JSNA. This was a requirement introduced following the Public Involvement in Health Act 2007 to ensure the needs of the local population are understood and considered as a central part of the commissioning process. The Council's Health and Wellbeing Board had statutory responsibility for the JSNA. Data review was an on-going process and they had a prioritisation process for reviewing data as it took 2 to 3 months to review each area. The Health and Wellbeing Board had agreed to set up a steering group who were inviting anyone to submit areas to be reviewed which would then be prioritised. It would be possible to submit a suggestion for a needs assessment looking at LGBT inequality in Lewisham for example. This would then be prioritised for action according to their process.

5.24 Currently 10 public health outcomes performance dashboards were produced which aimed to monitor how the borough performed against key indicators. These were routinely monitored and updated and were based on the following areas: alcohol usage; cancer mortality; healthy weight; immunisation; maternal and child health; mental health; physical activity; sexual health; tobacco usage; and health checks for cardiovascular disease.

5.25 There was currently very little data available on the LGBT population and the team relied on surveys such as the ONS Annual Population Survey and the What About Youth (WAY) survey conducted on behalf of the Department of Health. Currently there were only 5 service user indicators where data on sexual orientation of users was collected. These were: HIV late diagnosis; health related quality of life for older people; smoking (adults); smoking (15 year olds); and proportion of the population meeting the recommended "5-a-day" at age 15. The data was, however, based on very small numbers and therefore had to be used with caution.

5.26 Members of the Committee highlighted a number of concerns during the evidence session and highlighted their surprise that there was so little information available on the LGBT community and that there had not been work done on all the equalities strands. The Committee stressed how important it was that all protected characteristics were fully covered in the JSNA. Members of the Committee spoke about issues such as the prevalence

[6] RB Windsor, JSNA on Lesbian, Gay, Bisexual and Transgender Community https://www3.rbwm.gov.uk/downloads/file/2841/lesbian_gay_and_transgender_people

of HIV and drug usage in the LGBT community. As it was known that Lewisham had a higher than average population from the LGBT community, it seemed essential that there was an increased understanding of these and similar issues that affected the LGBT community.

5.27 It was suggested by members of the Committee that universities could be used to collect data and best practice from organisations such as the LGBT Foundation could be used. Committee members also highlighted the importance of key staff receiving training on equalities issues relating to all the protected characteristics. The JSNA website was also felt to be challenging to navigate and the Committee was pleased to hear the Director for Public Health state that it was going to be redesigned to make it more user-friendly and accessible.

5.28 Following the evidence session, the Committee heard from the Director of Public Health that other authorities had similar gaps in data on the LGBT population, including other London boroughs. From his research he identified only a handful of boroughs nationally who had undertaken specific JSNAs on their LGBT communities as cited in paragraph 5.21. The JSNA for the Royal Borough of Windsor and Maidenhead was shared with the Committee.

5.29 As the sexual health inequalities in the LGB community and particularly the MSM community were so high, Members of the Committee stressed the importance of ensuring that the sexual health provision in Lewisham was of high quality and that all staff were trained appropriately to manage the needs of all residents. A motion to Council from 22 November 2017 also called on the Council to act on improving access to sexual health services across the borough and, in particular, to high risk and vulnerable groups.

5.30 Although this review by the Safer Stronger Communities Select Committee focusses on the LGBT community, the Committee felt strongly that the concerns they felt in terms of the data within the JSNA could be replicated across other protected characteristics. The Committee felt strongly that all of the protected equalities strands should be present in the data in the JSNA and front of mind during commissioning processes and more work had to be done to ensure this was achieved.

RECOMMENDATION: That the Council should ensure there is a specific joint strategic needs assessment (JSNA) for the LGBT+ community. This review by the Safer Stronger Select Committee should be used as part of the evidence base. The Health and Wellbeing Board should be instructed to consider this as an urgent priority, making use of the evidence from this review.

RECOMMENDATION: The Committee also noted that not all Equalities Act protected characteristics had a specific JSNA needs assessments. The Committee felt that the Mayor should also look into this further, to ensure commissioning is based on the needs of all residents.

RECOMMENDATION: That the Council facilitates a meeting with the Lewisham clinical commissioning groups (CCG's), the LGBT+ Foundation and other key stakeholders, with the aspiration of Lewisham being the first London Borough to launch the 'Pride in Practice' or similar LGBT+ health quality assurance scheme.

6 Community engagement

6.1 Lewisham Council's Sustainable Community Strategy priority "Empowered and responsible" aims for Lewisham to be a place where people are actively involved in their local area and contribute to supportive communities. Engaging in civic life and volunteering are an important part of being an active citizen and ensuring there are no obstacles to individuals' participation or prejudices due to sexual orientation, is an important consideration.

6.2 The Committee heard evidence through its scoping report on the Council's library and local assemblies' teams. The Committee also requested evidence on community value assets as part of this review. The following LGBT led organisations are in Lewisham: Lewisham LGBT + Forum, Metro and TAGS Trans swimming club. The Lewisham Council website has a page which signposts readers to events, organisations, information and advice of interest to the LGBT community, the website is updated regularly to ensure the relevance and accuracy of data.

Library & Information Service

6.3 The Library & Information Service offers a range of services to support and represent LGBT people in Lewisham:

- Fiction and Non-Fiction stock represents the diverse makeup of the community it serves, including stock relevant to LGBT users, across both physical and digital platforms. This includes Self Help titles, Biographies and quality information plus Fiction titles which may have themes or authorship around LGBT.
- Stock is used to raise awareness of LGBT issues with annual displays marking LGBT History Month, IDAHOT[7] and World Aids Day where relevant. Regular displays also happen throughout the year.
- Lewisham Libraries participate in the nationwide initiative Reading Well for Young People. The scheme provides books for 13 to 18 year-olds with support and advice on common mental health conditions. The books are chosen by young people and health professionals and include titles specific to LGBT mental health issues in young people. Health professionals can refer young people to the booklist and anyone can borrow them for free from their local library.
- Lewisham Libraries offer information and sign-posting to services by staff and also provide spaces for local organisations to display publicity for services or for groups to meet. They have also hosted regular sessions on hate crime reporting and other relevant information. Several

[7] International Day Against Homophobia, Transphobia and Biphobia.

branches are registered as Hate Crime reporting sites where crimes can be reported and statements given and passed on to police.

- Lewisham Libraries support the "Come Correct" or "CCard" Scheme and are distributors of condoms and sexual health advice. The CCard scheme enables young people who have pre-registered to access free condoms in a variety of locations across London.
- The Home Library Service is open to all who are house bound and therefore it engages with a wide and diverse range of users, including those from the LGBT community.
- Online magazine and newspaper resources include LGBT interest titles such as GT, Attitude, Diva and Out which are free to read or download.

Volunteering

6.4 The Committee heard through the scoping report that the Council is unable to monitor volunteering throughout the borough, however current figures from Volunteer Centre Lewisham (VCL) for the year November 2015 to November 2016 provide a snapshot of demographic makeup and indicate the following breakdown out of the 735 volunteers:

Heterosexual – 80%
Lesbian/Gay – 2%
Bisexual – 3%
Not disclosed – 15%

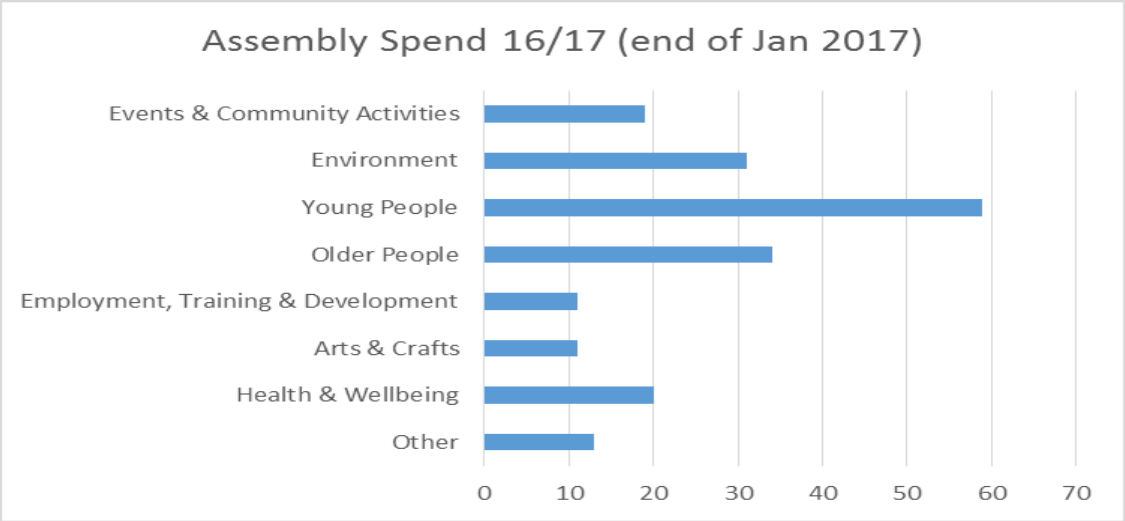
6.5 These figures represent a small proportion of the number of volunteers in Lewisham as the majority do not access volunteering through VCL but approach organisations directly. The statistics above for Volunteer Centre Lewisham would appear to be in line with the general population who identify as LGB in Lewisham (4%) as outlined in paragraph 4.5 of this report.

6.6 As referenced in section 10 of this report, during the evidence the Committee received form the LGBT Foundation and echoed in other evidence received, members heard how important it was to see the LGBT community in terms of a community assets model as well as considering potential inequalities. Many of the community did not experience inequalities due to their LGBT status and were in the position to be able to support their communities through volunteering for example. The figures from VCL above, although representing a small amount of people, help to demonstrate this with 5% of volunteers being from the LGB community.

Local Assemblies

6.7 Local Assemblies are a mechanism to bring the local community together to discuss priorities and issues of concern, they also have a small budget which they use to address local issues. The Local Assemblies' Team monitors participation at Local Assemblies. They did not previously include sexual orientation as part of the monitoring information that they gather at each meeting but have added this for the first time this year.

6.8 141 projects were funded in 2015/16 through the Local Assemblies' budgets and this rose to more than 195 in 2016/17. The table below shows a break-down based on the themes of the projects for the 16/17 spend.



Community Value Assets

6.9 This is a new right under the Localism Act 2011 and came into effect on 21 September 2012. It means that an eligible local voluntary or community group can ask the Council to list certain assets as being of value to the community by making a nomination. If an asset is listed and then comes up for sale, the new right will give an eligible community interest group that wishes to be treated as a potential bidder to purchase the asset, 6 months to put together a bid to buy it. This right is intended to give communities an increased chance to save shops, pubs or other local facilities which are of community value.The Assets of Community Value Regulations 2012[8] provides additional information on the process.

6.10 This issue was raised by the Committee in response to the loss of many LGBT venues across London in the last 10 years. Research by University College London[9] highlighted that since 2006 there had been a 58% fall in the number of LGBTQ+ nightlife venues across London (125 in 2006 to 53 in 2016). Which was significantly higher than the fall in UK pubs overall (25% in the same period) and other London "grass roots" venues (35% fall).[10] The Committee also saw evidence of a planning decision by LB Tower Hamlets where the sexual orientation of a venue's target market was made a condition of planning approval.[11]

[8] The Assets of Community Value Regulations 2012 http://www.legislation.gov.uk/uksi/2012/2421/pdfs/uksi_20122421_en.pdf

[9] LGBTQ+ Cultural Infrastructure in London: Night Venues, 2006-Present, UCL UrbanLab 2017 https://www.ucl.ac.uk/urbanlab/docs/LGBTQ_cultural_infrastructure_in_London_nightlife_venues_2006_to_the_present.pdf

[10] Ibid

[11] Guardian Newspaper, October 12 2017, https://www.theguardian.com/world/2017/oct/12/joiners-arms-redevelopment-must-include-lgbt-nightclub-council-rules?CMP=Share_AndroidApp_Email

Recommendation: That the Mayor and Council seek to support the LGBT+ Community by setting a clear Council aspiration for attracting and supporting LGBT+ services to the Borough and, where appropriate, protecting LGBT+ spaces through planning policies and other instruments available to it. Should appropriate LGBT+ operators come forward, the Council should give significant consideration to using community assets to enable the provision of an LGBT+ centric community space.

7 Crime

7.1 The Committee heard through the scope of this review that there was currently no way of capturing accurately, the number of victims of all crimes in Lewisham who are LGBT, as gender or sexual orientation data may not always be recorded unless pertinent to the specific crime. However, for recorded Hate Crime it is possible to monitor the incidences of those recorded as homophobic or transgender Hate Crime. The Crown Prosecution Service defines A Hate Incident as "any incident which the victim, or anyone else, thinks is based on someone's prejudice towards them because of their race, religion, sexual orientation, disability or because they are transgender".

7.2 Nationally in 2016/17 just over 80,000 hate crimes were recorded in England and Wales, an increase of 29% on the previous year's figures. 11% of recorded hate crimes (9,157) [12] were related to sexual orientation. It is important to note that the ONS reports that much of the increase in figures from previous years can be attributed to improved reporting of hate crime.

> "The increase over the last year is thought to reflect both a genuine rise in hate crime around the time of the EU referendum and also due to ongoing improvements in crime recording by the police. The Office for National Statistics have stated that increases in recent years in police recorded violence against the person and public order offences have been driven by improvements in police recording."

Source: Home Office, 17th October 2017[13]

7.3 Stonewall believe the problem of hate crime facing the LGBT community to be significant. Their findings indicated that 20% of LGBT people had experienced a hate crime in the last 12 months and that many (4 out of 5) of those had not reported it. The 20% figure included 41% of Trans people who had experienced a hate crime or incident because of their gender identity. The same survey also reported that 36% of the LGBT population did not feel comfortable walking down the street holding their partners hand.[14] In the

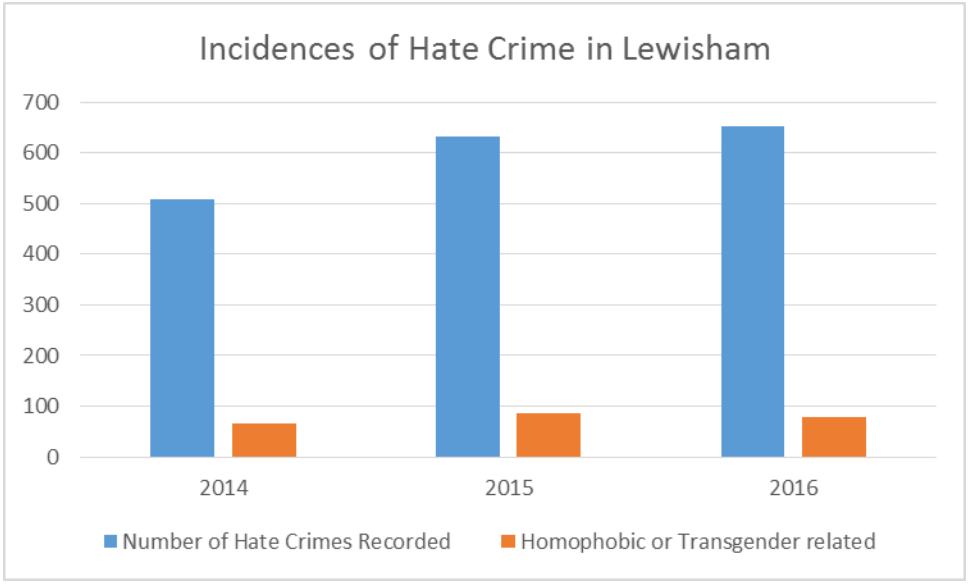
[12] Home Office, Hate Crime England and Wales 2016/17, Statistical bulletin 17/17 https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/652136/hate-crime-1617-hosb1717.pdf

[13] Ibid

[14] LGBT in Britain: Hate Crime and Discrimination, Stonewall, https://www.stonewall.org.uk/sites/default/files/lgbt_in_britain_hate_crime.pdf

submissions from Metro and the LGBT Foundation, the committee heard evidence of groups within the LGBT community who are at greater risk of inequalities and the Stonewall report also showed higher incidences of hate crime based on sexuality or gender identity for: young people aged 18-24; Black and minority ethnic people; LGBT people who belong to a non-Christian faith; and LGBT disabled people.[15]

7.4 In Lewisham, the number of recorded Homophobic or Transgender Hate Crime incidents over three years (2014-16) was 230 out of 1793 recorded Hate Crimes in that period. The graph below shows the incidences over the last three years.



7.5 The committee heard through the scoping document that the Council continues to develop initiatives with its partners to encourage the reporting of homophobic and transphobic crimes affecting the LGBT community. This includes the promotion of third party reporting sites (e.g. METRO and youth clubs) to allow LGBT people to log and formally report incidents and crimes.

7.6 The aim of the third party reporting sites are to provide a safe and comfortable non-police environment for LGBT people, and increases their access to relevant support services. The settings are actively involved in raising awareness of hate crime and how to report it, and the visible presence sends a message to perpetrators that homophobic or transphobic hate crime is not acceptable in Lewisham. All third party reporting sites receive training on how to deal sensitively with diverse communities.

7.7 Hate crime reporting can also be reported online via the Council's website, which tracks whether the incident was homophobic or gender-related, and also identifies whether the victim was under 16 years of age. The figures from the Council's site are incorporated into the overall figures as cited above.

[15] Ibid

8 Young People

8.1 Through the evidence the Committee received as part of their scope, the Committee heard that the Council expected all its provision to be inclusive and to demonstrate awareness of equalities. The Council undertook a consultation with young people as part of youth service changes 3 years ago. One of the issues raised in that was not only that some LGBT young people wanted bespoke provision, but also that most young people wanted to access the same provision as all their friends, regardless of sexuality.

Recommendation: When receiving reports on the Safer Lewisham Plan, the Committee request that a specific sub-report is included on hate crime statistics affecting the LGBT+ community as well as all other communities with protected characteristics.

8.2 Lewisham Council commissions Metro, a charity serving lesbian women, gay men, bisexual people and transgender people (LGBT), as well as those questioning their sexuality. The Charity is commissioned to provide support to LGBT young people aged 11-19 (25 with SEN) across 6 key areas – sexual health, mental health, drug and alcohol, bullying and hate crime, employment and healthy living. These are provided weekly meetings, generally 10-12 young people attend each week and a total of 30 individuals over the past year. In addition to this they also provide training for youth workers and workshops for all young people accessing youth provision on understanding sexuality and gender identity.

8.3 The Council does not routinely collect data on numbers of young people who identify as LGBT. Many young people are questioning their sexuality at this age and they may not want to answer or know the answer to these questions. Youth Service staff are, however, trained to listen out for, and support young people who may be questioning their sexuality, and to support young people through any challenging situations they may be facing.

8.4 The Council's commissioned Youth Service provider 'Youth First' has 513 directly run youth clubs and 5 Adventure Playgrounds across the borough as well as various commissioned projects. Eleven Youth First youth and play workers and youth volunteers are trained in dealing with issues regarding sexuality and gender, and are able to provide holistic support to young people. Training is delivered by Metro.

8.5 Youth and play workers address a range of issues with young people attending their clubs including support with 'coming out', bullying etc. They are trained not to presume that all young people are heterosexual when discussing issues such as sexual health. All youth and play workers have been trained by the Council's Community Safety Officer to provide a third-party hate crime reporting function within youth clubs. This includes homophobic or transphobic hate crimes. Staff also challenge low-level homophobia that may be evident in language usage amongst young people.

8.6 Youth clubs also provide a signposting service to dedicated LGBT support services, advice and information provided by either the Council or other organisations (e.g.Metro and Stonewall). LGBT posters and support leaflets are available in all youth club venues.

8.7 The LiVE LGBT youth group supports young LGBT people aged 16-25 (19-25 with Special Educational Needs / Learning Difficulties and Disabilities) from Lewisham. It is facilitated on a weekly basis (48 weeks per annum) on a Wednesday evening, by the Metro Youth Service. The group is funded by the Council's Youth Service Provider Youth First.

8.8 Lewisham - LiVE activities address a range of health inequalities faced by young LGBT people, focusing on their wellbeing, and increasing their knowledge and skills. Particular sessions include the following:

- Relationships and safer sex, including the reduction of STIs;
- Mental health, emotional health and personal wellbeing (such as coming out, self-esteem, family problems, isolation, self-harm and suicide);
- Reducing alcohol and substance misuse;
- Support for victims of hate crime and homophobic/transphobic bullying;
- Support with employment, study and training; and
- Support for LGBT young people to access cultural events across London.

8.9 LGBT young people are actively engaged in defining the elements of the LiVE project that will best address their specific needs, and the impact of the project is measured through post-activity evaluation forms, an annual needs assessment process, and general feedback from the group's youth forum. The project also provides one-to-one assessments and referrals, supporting early intervention for young LGBT people in Lewisham. This seeks to better outcomes for individuals and minimize the future impact on services (e.g. CAHMS, NHS, sexual health clinics). Metro Youth Service staff actively signpost additional support services to young LGBT people including services available at the Metro centre in Greenwich (i.e. sexual health clinics, counselling, and mental health drop-in sessions).

8.10 In Lewisham young people can access a free and anonymous online counselling service: www.kooth.com for any 11 – 19 year olds living or attending school in the borough. The site offers a space where young people can explore their feelings in relation to sexuality and gender without the fear of recrimination or negative judgement.

8.11 In addition to the counselling element of the service, Kooth.com facilitates weekly online youth forums (all externally moderated to ensure safety), whereby a range of topics are covered. On occasion the topic may cover issues affecting the LGBT community, such as sexuality, peer pressure or body image. Online open access message boards are also available, for young people to raise issues concerning them.

Submission from Metro Charity

8.12 As part of the evidence gathering for this review, the Committee approached Metro Charity to submit evidence for the Committee's consideration. Metro submitted evidence based on the key questions from the committee's scope document and the following section highlights the key points of their written submission.

8.13 Metro Charity further highlighted inequalities regarding mental health outcomes as a key issue as well as the higher rates of HiV and other sexually transmitted diseases amongst MSM. They also highlighted higher rates of substance misuse and other instances of ill health related to lifestyle, such as poor eating habits and lack of physical exercise. In terms of mental health they highlighted that LGBTQ young people, in feeling side-lined or excluded because of their sexuality or gender identity, may then struggle to maximise their potential.

8.14 The Charity's submission also highlighted that Lewisham's diverse population also raised some specific problems for its LGBTI population:

- Many of its LGBTI residents come from harder to reach BAME communities where stigma around being LGBTI presents and extra difficulty in connecting residents with available services
- Lewisham has very few LGBTI venues, making targeted work more difficult.
- Its partnering with Lambeth, Southwark, Lewisham in much of its HIV work can often leave it overshadowed, particularly as there is an entrenched tendency to focus on African populations in Lewisham and MSM in Lambeth and Southwark

8.15 The evidence the Committee received from the LGBT Foundation as highlighted in section 10 and the report from Stonewall mentioned in paragraph 7.3 also highlighted particular challenges of groups within groups such as BAME LGBT communities or LGBT people with disabilities. The submissions from the charities highlighted that it was important to look holistically at an individual's needs to ensure that all needs were being met and individuals were being supported in the most effective way. It was also reported that it was sometimes harder to reach certain communities which meant there could be additional needs that weren't being considered or supported. Metro Charity reported that they were particularly concerned about ensuring that support was being targeted to LGBTI individuals in the BAME community and there needed to be increased understanding of their needs.

What are the challenges faced by the LGBT community?

We know from our national research (METRO Youth Chances 2014) that lesbian, gay, bisexual, transgender and questioning (LGBTQ) 16 to 25 year olds continue to face prejudice and discrimination at school and that they experience poorer mental health than their heterosexual and cisgender peers. We also know that trans young people in particular face the worst levels of discrimination and ensuing impact on health and wellbeing.

We know that in an ethnically diverse borough such as Lewisham that LGBTQ young people encounter additional difficulties because of the cultural and / or religious influence of their families and communities, which may not be supportive of their sexuality or gender identity.

In Lewisham we have young people at our Live youth group who are experiencing issues in relation to their sexuality or gender identity (unsupportive parents, for example). Moreover, these issues are often mixed together with others such as mental health problems, unemployment or housing difficulties. The wider context of service provision and opportunity for young people can appear limited.

In the wider, adult LGBTI population mental health inequalities as well as poorer housing, income and employment outcomes, which often follow from poorer mental health, are also reported along with poorer physical health outcomes related to substance misuse, poor eating and physical habits, as well as much higher rates of HIV and other STIs.

Schools

8.15 Lewisham Safeguarding Children's Board has produced an anti-bullying guidance[16] which includes guidance on bullying linked to prejudice and discrimination including homophobic bulling. This was issued to schools approximately 2 years ago. The Lewisham safeguarding in education officer, when visiting schools, will raise this in terms or reporting, dealing with incidents, training etc. The Committee heard from its scoping report that from feedback from these visits it appeared that homophobic incidents were low but where they have occurred schools have dealt with them appropriately. Although this is a matter for individual schools, the Council does see it as part of its safeguarding role and it is being added to the annual audit. It is also part of the Ofsted framework. There may also be occasions where incidents of bullying should be addressed as a child protection concern and the local authority will have statutory responsibilities on such occasions. A number of Lewisham schools do some good work, working with external organisations such as Stonewall.

8.16 The Committee heard through the scope research that the Council does not keep data on bullying in schools and had to prioritise its statutory data collection obligations. The Council is not resourced to advise schools on equalities in the curriculum and schools are expected to find that expertise from within their staff and to use external organisations to plug any gaps/give additional ideas/challenge.

Recommendation: That the Council increase the awareness of the specific LGBT+ youth provision in the borough by requesting other commissioned youth work providers and schools regularly communicate details to their students/young people. The Council should encourage schools to reach out to the LGBT community to ensure their services are as robust an offer as possible. The Council should ensure it has a thorough understanding of the distances young people are travelling to access LGBT youth groups in order to identify if distance of provision is a hidden barrier to access. The Council should work with LGBT young people and commissioned providers to ensure that the provision available is meeting their needs.

Fostering, Adoption and Leaving Care

8.17 Recruitment of foster carers in Lewisham is currently provided by an external agency. Lewisham is developing its own broad fostering strategy which will include recruitment as well as support of foster carers; and will include targeted recruitment at events such as LGBT Adopt/Foster fortnight. Providers of placement and procurement services for children and young people are monitored through the Preferred Provider Framework (PPF) to ensure that they address issues of sexual orientation and gender identity in a supportive

[16] Antibullying Guidance can be found here: https://www.lewisham.gov.uk/myservices/socialcare/children/keeping-children-safe/information-for-professionals/protocols-and-policies/Documents/AntiBullyingResource.pdf

manner, and that LGBT young people in fostering placements are being given relevant advice, information and helpline support.

8.18 Lewisham foster carers, and those placed with foster carers working for Preferred Provider Independent Fostering Agencies receive training on sexual orientation as part of the training courses on Celebrating Diversity, Promoting Identity and Self Esteem; as well as Sex and Relationships specifically relating to young people.

8.19 From 2014, requirements for PPF providers include monitoring reports on the numbers of Looked After Children that are LGBT, and how they have been appropriately supported.

8.20 In line with the current national agenda, the Council now undertakes much of its recruitment activity as a consortium. The members of the South London Adoption Consortium work together to undertake recruitment of adoptive parents and to promote the best possible outcomes for Lewisham children. The Council attends all recruitment events and targets LGBT groups within Adoption week. As part of this collective approach, the Council has focused collectively on recruitment of LGBT carers and have targeted LGBT groups within Adoption week.

8.21 Lewisham has subscribed to a service provided by New Family Social, an organisation which supports LGBT adopters. Over the last 4 years, 11 LGBT adopters have been approved by Lewisham Council; however the support service is provided to all Lewisham approved LGBT adopters; regardless of when they were approved. Lewisham also subscribe to Adoption Link and Placement Link, which provide potential matches for children who are waiting for adoptive placement.

8.22 The leaving care service provides support to Looked After Children who are leaving or have left care. This is targeted at young people aged between 16-25 years, and predominantly consists of advice, counselling and signposting to other support services. The service doesn't systematically monitor on the basis of sexual orientation, taking a bespoke needs-based assessment with each client instead. If a client identified their sexual orientation or gender identity as a factor that needs to be considered, this would be captured in their case report and explored as part of their assessment. This could entail mediation work with their family, information on sexual health issues, or signposting to a relevant LGBT support group.

9 London Borough of Lewisham as an Employer and Service Provider

9.1 At its meeting on 2 November 2017, the Committee received evidence from Adam Bowles, Head of Organisational Development and HR, and Andrew Jacobs, Organisational Learning and Talent Management Manager at LB Lewisham.

9.2 The rates of disclosure amongst staff were increasing and the Council was able to build up an increased understanding of the workforce. In 2016/17, there was information on 55% of the workforce which was similar to many

other London boroughs. The highest disclosure rate was 76% in LB Newham and the lowest was 4% in LB Richmond.

Percentage of LBL Workforce	2015/16	2016/17	2016 UK National[17]
Lesbian or Gay	1.7	1.6	1.2
Bisexual	0.2	0.2	0.8
Heterosexual	39.3	48.4	93.4
Prefer not to say	4.2	4.6	4.1
Other	N/A	0.1	0.5
Unknown	54.7	44.9	N/A

9.3 A new HR system was due to be in place in 2018 and it was hoped this would improve data collection. Recruitment data was much more robust as 90% of people who applied for posts listed their sexual orientation. Last year there were 5,300 applicants for posts in Lewisham. 2.0% of applicants listed their sexual orientation as Lesbian or Gay and 0.9% listed bisexual. The figures for those offered positions was 1.9% Lesbian or Gay and 0.8% bisexual. Of those actually hired 1.9% were Lesbian or Gay and 0.4% bisexual. There were 186 leavers (non-schools) during the last financial year, 62% of which declared their sexual orientation when they left. 3.8% of all leavers identified at LGB. There had been no LGBT related grievances, discipline or tribunal cases in the last 3 years at Lewisham.

9.4 The Lewisham LGBT Staff Forum gave evidence for the scoping document of this review which will be considered in paragraph 9.12 below. The evidence the Committee received from the Head of HR highlighted that there were new members attending and increasingly strong links with the HR department and that the forum met regularly and had representation at many events. The rainbow flag had been raised by the Council to mark a number of national events such as National Coming Out Day as well as throughout LGBT History Month. The Chairs of the staff forums also met with the Executive Director for Community Services as part of the Equalities Board meetings.

9.5 The HR team were looking to increasingly work with the forum to discuss policies and proposals and for the forum to consider implications for the LGBT community. The forum had worked with Lewisham Public Health looking at their End of Life Care Review.

9.6 There was a new process in place to welcome new staff to Lewisham which included a new online module highlighting the staff forums that were available to join. There was also a new face to face coffee with the Mayor session for new employees and representatives from the LGBT and other staff forums are invited to these events to meet new employees.

[17]ONS, Sexual Identity, UK: 2016
https://www.ons.gov.uk/peoplepopulationandcommunity/culturalidentity/sexuality/bulletins/sexualidentityuk/2016#the-majority-of-the-uk-population-identifies-as-heterosexual-or-straight

9.7 The introduction of the GDPR (General Data Protection Regulation) in May 2018 will have implications on how data is collected and stored. This continued to be explored by the Council and HR.

9.8 There were new online courses on equality and diversity available to staff and more work was being planned to introduce new courses on these themes. Current courses included: Equality and Diversity – an overview; Equality and Diversity; Equality Impact Assessments; and Respecting Diversity: Sexual Orientation. The Head of HR reported to the Committee that he felt training on equalities and diversity needed to be delivered to teams on a needs basis as there was evidence that mandatory training was not successful in terms of outcomes.

9.9 On hearing the evidence, members of the Committee felt that work needed to be done to consider how people wished to self-identify to ensure the language used on forms etc was helpful. This needed to be worked on further and built into the new HR IT service. In addition to this, equalities data on service users such as those accessing libraries or housing services could be gathered.

9.10 Members of the Committee also felt it was important that, when requesting data from staff, it was clearly communicated to them how the data would be stored (anonymously and separately from employees' profiles) and the reasons for collecting it and potential impact on service delivery.

9.11 HR were working with the BAME staff forum to support them moving forward following their previous Chair leaving the organisation. Work could be done to facilitate Lewisham staff forums to meet with similar staff forums in other major borough employers such as Lewisham Hospital and Goldsmiths University.

Recommendation : That the Council's workforce should match where possible the community it serves, consideration should be given by the Mayor on how to identify any protected characteristics where this is not the case, and the causes for it, and seek to improve the levels of representation.

LGBT Staff Forum

9.12 As discussed, Lewisham Council has an LGBT staff forum created with the intention of providing a voice and support for LGBT staff and a means for those staff to raise specific issues and influence policy and organisational development. Membership is open to all LGBT staff working for the Council. There are currently approximately 40 staff on the mailing list and around 10 regular attendees. For the purpose of the scoping report, the forum agreed to have a snapshot discussion with attendees to consider their experiences working at the Council and being LGBT.

9.13 Many of the comments from the feedback were positive citing for example the way in which the Council regularly supports gay pride and LGBT history month. The respect shown in marking the shootings in Orlando in June 2016

was also noted. Other comments included feeling confident discussing issues with managers and welcoming the commitment the Council makes to LGBT issues through actively supporting LGBT history month. Other comments included feeling accepted and that colleagues were supportive and tolerant.

9.14 There were however some concerns raised including the HR equality and diversity form which, it was felt, could be updated to ensure staff felt confident in providing data and therefore reducing the numbers of "unknowns" and providing more accurate workforce figures. Issues affecting the Trans community were felt to not be widely known and it was suggested that additional training for staff could be beneficial. Additional training for managers, to ensure they are able to signpost staff to the forum, would be welcomed as would management training which ensured managers understood some of the broader issues that may affect the LGBT community and how they may be of relevance across service areas. Some forum members felt that in particular there was a lack of awareness around LGBT inter-sex and non-binary issues which meant that staff may not be supported and services may not be taking these issues into account. There was also a comment that slang which negatively references the LGBT community had been heard in corridors on occasions.

9.15 The Forum members also felt they would welcome more discussions with the CYP Directorate particularly on Education and Adoption & Fostering. Forum members also queried the level of depth with which the Comprehensive Equalities Scheme considered LGBT issues. During staff inductions, new staff should be informed about the different forums available and members raised the possibility of HR providing a "New Staff pack" that includes information about support and staff forums which could be given out as part of the recruitment process.

9.16 The forum also highlighted the course 'Respecting Diversity: Sexual Orientation' which is available at the Lewisham Staff E Learning zone (http://lewisham.learningpool.com/). The course gives scenarios and discussion points as well as asking questions. Increasing awareness of this course and uptake was seen as being a useful aim.

Evidence from Leicestershire County Council

9.17 Members of the Committee held a telephone conference with representatives from Leicestershire County Council on the 13 November 2017. The Council is a County Council made up of 55 Councillors (36 Labour, 13 Liberal Democrat, 6 Labour). It serves a population of around 680,000 residents across 7 district Councils. It has a Leader + Executive model made up of a Leader and 7 Executive members and has an overview and scrutiny committee and 4 scrutiny committees.

9.18 Leicestershire County Council had been very successful in the Stonewall Top 100 Employers in 2016 and 2017[18] and the Committee were very keen to hear work they had done to embed good practice throughout their organisation and there approach to partnership working.

9.19 Leicestershire CC had a strong track record for its equalities work. Despite tight financial resources they aimed to remain ambitious in their approach. Currently there were active staff groups in the following areas: BAME; LGBT+; disability; and a virtual group for those with carer responsibilities. Working with Stonewall had helped the Council monitor outcomes by the use of Stonewall's staff survey. This focussed on staff sentiment and was for all staff. There had been improvements in this and the Council's in-house staff surveys which demonstrated progress.

9.20 Through corporate policy, the Leicestershire County Council has developed a strong Equalities and Diversity Strategy with a high level of commitment from the Council Leader and the Cabinet Lead for equalities issues. There was a culture of everyone being responsible and every Council department had a representative on the Equalities Board which also included representatives from all staff forums and trade unions. The culture was embedded across the organisation and was highly visible. The positive benefits were also highlighted and recent staff surveys had shown that 91% of staff felt that the Council was committed to Equalities.

9.21 There were 3 strands of the Equalities Strategy – Workforce; Community and Inclusive and Responsive Service. Part of Leicestershire's approach was to develop very strong partnerships with other public sector providers and community groups. This included regular meetings, joint initiatives and networking and sharing best practice. The County Council worked closely with the NHS, Police, Universities and Leicestershire Fire Service in developing local initiatives, and sharing good practice. For example the Council had recently produced guidance on the Trans community for colleagues and to signpost to services and support. Working with a wider range of public sector organisations had enabled them to broaden the scope and widen the number of staff involved. At Leicester Pride, the County and City Councils had been part of a shared public services area providing information to the public. Elected members had also been present.

9.22 Leicestershire County Council had worked to ensure it had inclusive HR policies, for example a combined Family Leave Policy and Procedure rather than separate policies. There had been audit monitoring to ensure more inclusive language for example removing references to "he" and "she" and thinking carefully about terminology being used. Inclusive policies were highlighted to staff on the staff intranet and staff understood and supported the idea that discrimination would not be tolerated. There was also clear information on homophobic harassment.

[18] Stonewall Top 100 Employers 2017
http://www.stonewall.org.uk/sites/default/files/top_100_employers_2017-web_0.pdf

9.23 For learning and development there were a number of courses that supported staff and raised awareness of equalities issues across the protected characteristics. This included: managing diversity for managers; an LGBT awareness course for all staff; and “spring forward” courses to remove barriers to progression. In addition to this, Professional Development Reviews took place in the Council and looked at equalities achievements across the Council. Leavers’ questionnaires were also actively monitored to review trends and help shape policies needed to support areas where there may be concerns or weaknesses.

9.24 A quarterly performance dashboard was produced by the Learning and Development Team and progress was carefully monitored. Data included: workforce statistics including levels of declaration and training and how representative the workforce was of the local community. There was on-going work around increasing the levels of declaration and explaining the rational and methods of data collection and retention to staff. One-off data analysis also took place for example following annual reviews of areas such as recruitment and retention. Work was continually undertaken to make the most of the Council’s online learning management system to support all staff in their learning and development.

9.25 Leicestershire County Council had an LGBT+ network with an internal and external focus. The aims of the network included supporting the Council to: be an inclusive and fair employer of LGBT+ staff; provide accessible services that meet the needs of LGBT+ residents; and to signpost LGBT+ staff and friends and family of LGBT+ people to appropriate support. Examples of internal work included: drafting the Council’s LGBT+ Managers’ Guide; supporting individuals; working with the Leicestershire Youth Council to look at issues and help them support the network’s work and increase their understanding.

9.26 In each of Leicestershire’s staff networks there were members who had been on mental health first aid courses to help support colleagues. Measures of success included: levels of attendance at key events such as the LGBT+ Conference where all staff and partners were invited to attend; number of discussions and followers through internal chat mechanisms such as Yammer; improvements in the staff survey results and work carried out with colleagues in HR to address concerns. Currently 2 hours a month was formally set aside during the working week for Staff Forum Chairs to work on forum activities. In reality, most Managers were flexible and supportive but during very busy times such the LGBT+ Conference, staff did some work outside their hours.

9.27 There was an all staff approach to communications and the LGBT Staff Conference was for all staff. Attendees at the most recent conference had been 50% LGBT+ and 50% heterosexual. Staff manuals and promotional material around working for the Council included a visible and open approach and an emphasis on “being yourself”. In addition to this, public facing events included: LGBT History Month; Pride; and using LGBT angles to promote services such as for the fostering and adoption service. Following the LGBT+ Conference, staff had been invited to wear rainbow lanyards to show

awareness and support for the LGBT+ community. Uptake had been very high with over 2000 people across the Council and partner organisations choosing to wear the lanyards.

9.28 An example of successful partnership working included working with partner public sector organisations such as the Leicestershire Fire Service and sharing good practice. The Fire Service have already adopted a Trans Policy and therefore using their experiences improved the service and reduced the costs for Leicestershire County Council. Through working with partners in the Equalities Forum, the Council had improved their online recruitment system and the HR data systems to ensure the questions being asked were the most appropriate. A Trans* Equality in the Workplace guide for Managers had been produced in partnership with the City and County Councils, Leicestershire Police and Leicestershire Fire and Rescue Service.

9.29 Leicestershire CC highlighted that there could be a reluctance for staff to declare on formal HR systems and more work was being done to increase understanding and reassure staff to improve the disclosure rates. This problem was acknowledged by Stonewall as a problem experienced by many organisations. Disclosure rates on staff surveys were significantly higher and 90% of staff had disclosed on the most recent staff survey compared to 40% on the HR system.

9.30 Leicestershire Council was looking at possibilities for gender-neutral bathrooms and had worked with their properties services to look at options. They were keen to not just use existing disabled toilets as it was felt that people with disabilities should also have protected services.

9.31 The work across organisations by Leicestershire Equalities Forum had been very beneficial in sharing good practice and resources. The forum's scope covered all of the protected characteristics under the Equalities Act 2010.

Recommendation: That during staff induction, new staff should be informed about the different staff forums available and HR should include new starter information/staff packs with clear information and signposting about support and staff forums. Councillors also should receive copies of the staff pack for information. Equalities training should be mandatory for all Councillors, and where appropriate for staff. Human Resources should look at the best practice provided by Leicester County Council and apply it locally in consultation with the LGBT+ staff forum. This should include producing: a "Managing LGBT+ Staff Guide"; auditing Council policies to be more LGBT+ inclusive (i.e. family leave, and removing gender-based pronouns); and creating a pan-organisation network of forums to support and join up good practice and joint LGBT+ initiatives.

Recommendation: That the LGBT+ Staff forum and other staff forums (and the staff that facilitate them) be given the time and resources to bring their communities' interests and knowledge as a resource to embed across the Council. The Council should see these forums as a rich resource for canvassing opinion on policies and proposals and should introduce processes to support and embed this across the Council.

Lewisham Council Complaints

9.32 Stonewall have published data showing that 12% of LGBT people accessing social services in the last year in the UK had been discriminated against because of their sexual orientation or gender identity and that this figure rose to 30% of trans people. The same study also cited discrimination in other areas such as accessing sporting events and sporting facilities, restaurants and bars and attending faith settings or services[19]. The Committee requested as part of its scope that due to evidence such as this at a National level it was particularly important to ensure a robust monitoring process across the Council and in particular monitoring complaints.

9.33 The Committee heard through their scoping paper that LB Lewisham aimed to deal with all complaints appropriately and sensitively. Current complaint categories include the "equality/diversity" complaint category on the complaints system and the Council does ask those commenting on Council services (via the complaints form) their sexual orientation. However, currently there is the potential for complaints to be categorised under another category even if there is an equality/diversity aspect to them.

9.34 The Council's complaints and casework review recommended the current iCasework system should either be upgraded or replaced. In part this is because the current version does not include all necessary LGBT categorisations meaning that the data available is not statistically robust. The service is currently undertaking an analysis of available options, functionality and costs with the objective of replacing the system in 2017. The service will ensure that the replacement system has the capacity to record and report on sexual orientation appropriately, inclusive of all relevant options such as transgender. Guidance and training will be provided to staff to ensure as accurate as possible recording of complaints, an appropriate awareness of LGBT issues and a sensitive and informed workforce.

10 Housing, Homelessness and Older Residents.

10.1 This section outlines the evidence heard as part of the scoping document on housing and homelessness in Lewisham and considers the evidence the Committee received from Manchester City Council and Tonic Housing. It also includes the evidence the Committee received from the LGBT Foundation

[19] LGBT in Britain: Hate Crime and Discrimination, Stonewall https://www.stonewall.org.uk/sites/default/files/lgbt_in_britain_hate_crime.pdf

which although covers areas previously included in other sections, is listed in this section due to the links on the work with Manchester City Council.

Homelessness

10.2 Homelessness rates as measured by homelessness acceptances in Lewisham are higher than the London average at 5.9 per 1,000 households compared to London average of 5.1, however they have risen much less than the average since 2009. In the rest of England the figure was 1.9 per 1000 people. [20] Rough sleeping rates are high in London, 7,580 people were recorded as rough sleeping in London in 2014/15 (and were in touch with homeless outreach teams). The number of rough sleepers in London has increased every year since 2007 and is now more than double the number in the mid- 2000s.

10.3 Single Homeless Intervention and Prevention (SHIP) provides support to single people who are homeless or are worried they might become homeless. They can be contacted either directly, or via a referral. Following an assessment of a person's situation, they will refer them to the housing service that best fits their needs, or signpost them to other agencies or support services.

10.4 Where a person's sexual orientation or gender identity is the cause of their homelessness, or potential homelessness, this will be discussed as part of their assessment. If the intention is to house them in supported accommodation alongside other residents, their sexual orientation or gender identity will be considered where appropriate in determining the most suitable housing option.

Older residents

10.5 Lewisham Council's four lead providers of Social Care are: Medacs, Care Outlook, Westminster Homecare and Eleanor Health Care. All groups submit their equalities policies at the time of tendering. The wording of the Equalities Policy for all four are very similar, they all refer to discrimination or harassment on grounds of sex, sexual orientation, marriage, gender reassignment, marriage and civil partnership.

10.6 For Eleanor Healthcare, as part of their training for staff, their equal opportunities policy and person centred care modules both reference LGBT clients, promoting tolerance and personal preferences. They don't have a specific policy or training course in this area.

10.7 Westminster covers LGBT issues during induction training and 'promotes their equalities & diversity policy through daily working practice.' WHC do not have specific training but if this was required then they would provide training to staff.

[20] Trust for London Poverty Profile
http://www.londonspovertyprofile.org.uk/indicators/boroughs/lewisham/

10.8 As a result of being contacted for the scoping report of this review, some of the providers have said they would be very interested to see any examples of good practice in this area.

10.9 In terms of monitoring of customers, for nearly 80 % of users of social care in Lewisham, sexual orientation is unknown or undisclosed. There are many barriers to finding this information and many clients prefer not to say, are unable to say or in some circumstances family members may be completing information on behalf of the clients and it can be inappropriate to ask.

10.10 As part of the scope for the review the Committee heard that Manchester City Council had announced a scheme to create social housing for older people with a specific focus on the LGBT community and had worked in close partnership with the LGBT Foundation and Stonewall. The Committee heard the scheme was in response to a survey Manchester City Council commissioned, which indicated higher levels of loneliness and isolation amongst LGBT older people, and experiences of fear of discrimination in existing accommodation and a desire for affordable, accessible LGBT specific accommodation where people were able to be open about their identity in later life.[21] This led the Committee to look to hear evidence from Manchester City Council for this review.

Evidence – Manchester City Council and LGBT Foundation.

10.11 Members of the Safer Stronger Communities Select Committee visited Manchester City Council on 5 September 2017 and met with a number of key officers and Councillor Bev Craig, Executive Member for Adult's Health and Wellbeing and Lead Member for LGBT Women and Councillor Peter Cookson, Lead Member for Gay Men's Issues.

10.12 Manchester City Council serves a population of around 540,000 residents. It is a unitary authority and has a Leader + Executive model with 96 Councillors (95 Labour and 1 Lib Dem). It is one of 10 authorities that make up the Greater Manchester Combined Authority. The City Council has 9 Executive Members including the Council Leader and uses a system of Lead Members where backbench and Executive Councillors also act as Lead Members for certain issues. All of the protected characteristics from the Equalities Act 2010 have a designated Lead Member and some protected characteristics are separated to have a number of Lead Members such as the roles of Lead Member for Gay Men and Lead Member for Lesbian Women. Scrutiny is

Recommendation: That the Council should adopt a system where there is an elected member appointed Council Lead/Champion for each protected characteristics under the Equalities Act 2010. The appointment should be made through Full Council.

[21] Manchester City Council Press Release, 16 February 2017 http://www.manchester.gov.uk/news/article/7628/uk_s_first_lgbt_older_person_s_community_planned_for_manchester

undertaken through 6 committees divided in a similar way to Lewisham's 6 Select Committees. These Committees are: Children and Young People; Communities and Equalities; Neighbourhoods and Environment; Economy; Health; Resources and Governance.

10.13 Manchester City Council worked closely with the LGBT Foundation. The LGBT Foundation had become increasingly active in researching the Trans community in Manchester and those with multiple characteristics i.e. Nigerian Lesbian refugee. Historically there had been examples where the LGBT issue had not been recognised as being needed to be taken into account. The LGBT Foundation used the term "intersectionality" when discussing some of the problems facing individuals with multiple characteristics. The word is often used to describe how different types of discrimination overlap and was coined by Kimberle Crenshaw in particular reference to discrimination faced by Black American Women [22]

Recommendation: Service provision across the Council should look at the "whole person" and consider multiple characteristics when ensuring the best options for individuals. This may necessitate reviews of screening questions as well as additional learning and development for staff to understand any barriers or issues that their service users/customers may face.

10.14 The City Council Equalities Team commissioned research where they had gaps in available data such as commissioning a study of the Trans* community by the LGBT Foundation. The team stressed the importance of developing strong relationships and reciprocal arrangements with relevant local groups. In addition to this, they saw an organisational commitment to funding as being crucial. For example they described their organisational relationship with the LGBT Foundation as being a "push-pull" relationship where both parties support and challenge each other in a collaborative way. Helping identify problems and proposing possible solutions. This positive relationship enabled the City Council to more accurately measure community needs. The Council's approach was to use the Comprehensive Equalities Scheme to develop a best approach for Manchester.

10.15 The Council and Executive Members were conscious that the reduction in Council budget was an additional challenge. Partner organisations such as the LGBT Foundation and George House Trust understood the challenges the Council faced. Part of the success had been the importance of building strong relations in past years. Other options around funding included considering "charge backs" to relevant authorities based on the addresses of service users. For example GUM clinic accesses in central Manchester could be charged back to the users' authorities based on their addresses.

[22] Definition and origin of term can be found on Wikipedia https://en.wikipedia.org/wiki/Intersectionality

10.16 Sign-posting members of the community to accessing services was a key role for the City Council. It was important to strengthen the approach around equality analysis and ensuring a broad approach to communications.

10.17 House Proud is a collaboration of housing providers in the North West and the Strategic Housing Team have shared their information across the Manchester Housing Provider Partnership to ensure information reaches local community groups.

10.18 Older people in the LGBT community could be vulnerable through a number of factors relating to their housing. Ensuring providers of social care and social housing had LGBT policies in place to ensure older residents were not subject to discrimination or homophobia and felt safe and secure in their setting was essential. It was also important to ensure housing providers were monitoring and recording homophobic crime.

10.19 Manchester City Council provided grant funding to a number of organisations through a combined equality fund aligned to Manchester City objectives. LGBT groups were also able to obtain funding through streams in youth/ public health etc.

10.20 The LGBT scene in Manchester had changed and businesses in Canal Street and the Village had had to adapt to be successful. Representatives from businesses in these areas needed to be involved in regeneration discussions and considerations.

10.21 The Greater Manchester Action Plan[23] had been produced in partnership between the LGBT Foundation and The Greater Manchester Combined Authority. It looks at what can be done at all levels and proposes interventions and recommendations.

10.22 Commissioning processes could be complex often with different funding streams. Consideration of LGBT issues and communities needed to be part of commissioning processes across service providers. The City Council was working on training and awareness around all care contracts. The legal team was working to help ensure the requirements for providers were robust.

10.23 More and more organisations were monitoring equalities data but there were many gaps. Previously, Council equalities impact assessments didn't always include specific reference to implications for the LGBT Community but this had now improved. Often there were high levels of "prefer not to say" in the sexual orientation monitoring box. More work had to be done to understand the reasons for this and what could be done to ensure the data was as robust as possible.

[23] http://lgbt.foundation/actionplan/

Recommendation: That the Council emulate good practice from Manchester City Council and Leicestershire County Council in respect to their excellent partnership working with other statutory service authorities, public bodies and universities.

Developing an LGBT affirmative extra care scheme for Manchester.

10.24 There are 7,650 people over 50 living in Manchester who identify as LGB, with a 45% expected increase in over 65s in the next 2 decades. 1 in 5 of the older LGBT population in Manchester have no one to contact in times of crisis – 10 times higher than the general population. 3 in 5 older LGB people were not confident that social care and support services would be able to understand and meet their needs. In addition to this, Trans people surveyed noted hate crime and anti-social behaviour from neighbours as common issues.

10.25 The Council's Equalities Team had commissioned a report entitled "Age Friendly Manchester" (see sources for link). The study identified that older people struggled to find routes to relevant Housing. HOOP in Manchester was created which helped residents access the most appropriate help and was funded 50% from the City Council and 50% through the CCG. It is a City Council corporate priority to reduce the numbers of people going into residential care when an alternative option such as care at home (including extra care and sheltered housing) could be more suitable for individuals and also less costly. Historically residential social care had often been seen as the answer even when care was only needed for a short period such as recovery time. This could lead to people being in residential care before they needed to be when they could have a better quality of care in a different setting. The findings of the surveys and evidence indicated that there was a need for specific accommodation for older LGBT residents and these findings were supported by the Homes and Community Agency as well as at strategic director level, political level and through local community groups and housing associations.

10.26 There could be tensions between aspirations for an individual's care and the reality of options available and funding. The Council departments worked together closely and partnership working was key.

10.27 The flagship retirement home in Manchester "Village 135" had now been build and set an exceptional standard in extra care provision for residents. The LGBT housing scheme felt like a natural progression to this scheme and would help to address the requirements for more extra care provisions needed and less residential care. Key principles for the development were agreed: LGBT affirmative; a location where LGBT elders feel safe and comfortable; mixed tenure; pets allowed; accessible to the wider community; LGBT friendly trained carers and staff.

10.28 A Comprehensive Equalities Impact Assessment was being developed and various construction, design, funding and management options were being considered.

Recommendation 18: That the Council ensures its social care providers have a commitment to equalities including a specific LGBT+ Policy and that their staff have completed equalities training. The Council should look at ways it can assist signposting and embedding the Opening Doors London checklist for Social Care providers as a resource for providers who are unsure of how to improve provision.

LGBT Foundation

10.29 The Committee heard evidence from Rob Cookson, Deputy Chief Executive, LGBT is a national charity based in Manchester which delivers advice, support and information services to LGBT communities. Services included one to one support, befriending programmes, advice and guidance and a safe place to talk and be. Individuals could also be linked up with or signposted to other services such as health services. There was also HIV testing available in a non-clinical and friendly environment.

10.30 Concerns had been raised to the organisation about issues facing some older LGBT residents. These could be particularly acute when accessing sheltered housing or care in their homes and some reported feeling insecure and fearing prejudice or experiencing direct prejudice. One issue was where there was no key workers and providers relied heavily on bank staff; a resident may have a different carer each week and feel nervous about what their attitude may be. The LGBT Foundation believed that it was essential for equality needs of all residents to be built into the commissioning model for home care providers to help address these and other problems experienced.

10.31 The LGBT Foundation actively and visibly championed the LGBT Community and ran LGBT Hero awards and community awards such as Employer of the year. The organisation promoted a quality assurance scheme for example in GP surgeries called Pride in Practice where people could report if they had experienced prejudice or poor service due to their LGBT identity (http://lgbt.foundation/prideinpractice). The charity had also commissioned a Trans Visibility Report and was promoting a system of LGBT Community champions.

10.32 One of the areas where more work needed to be done was around intersectionality as discussed in paragraph 10.13. The example was given of Black gay men or Asian lesbian women or members of the LGBT community who also had a disability. Many people experienced increased levels of prejudice and greater challenges. There was a lack of funding and a lack of data available on these particular issues. This could be linked to the evidence the Committee heard from organisations such as the LGBT Foundation, Stonewall and Metro and further highlighted the importance of high quality

data and information within the JSNA to ensure as much as possible was known and understood about different communities and "groups within groups".

10.33 The LGBT Foundation ran a "Village Angel" scheme which provided support and information to people. They could also help to promote community safety and help people report incidents of hate crime. They also had a base around Canal Street called the Village Haven where people could have a safe place to go. They had links with police and health services.

10.34 It was also important to remember that many members of the LGBT community were highly skilled and did not suffer from inequalities resulting from their LGBT status. Equally it was important to look at the LGBT community in a community assets point of view, in terms of a potential resource such as for volunteering.

Tonic Housing

10.35 The Committee heard evidence from James Greenshields, Chief Executive, Tonic Housing, on 21 September 2017. A short film was shown to the Committee as part of their evidence which can be found on the following link: (https://vimeo.com/160863683).

10.36 The Committee heard that older LGBT residents faced distinct problems in retirement and as users of social care or in social housing. It was an age group who had experienced many past injustices because of their sexuality and were at risk of experiencing them again as they approached older age.

10.37 Issues of particular relevance included:

- 28% more LGBT people over 65 took recreational drugs than non-LGBT people in 2016 according to statistics from Stonewall in 2017.
- There had been a 75% increase in the number of transphobic crimes referred to CPS by the Police between 2014/15 to 2015/17 according to the CPS Hate Crime Report. (This represented 58 cases in 2014/15 rising to 98 in 2015/16).[24]
- A disproportionate number of older LGBT people lived alone compared to the population as a whole.
- Older LGBT people were reporting being scared about disclosing their sexuality to care staff. The research undertaken by Tonic Housing had been recognised by housing providers who reported that they didn't always have the resources to research or tackle the problem further.

[24] Extract from CPS Hate Crime Report: "2014/15 was the first reporting year following the change to the Criminal Justice Act 2003 to incorporate transgender identity as an aggravating feature. The CPS is now able for the first time to report separately on its performance in relation to prosecutions involving transphobic hostility. Whilst two years does not provide a sufficiently robust basis on which to draw firm conclusions in respect of trend data, the fact that the CPS is now able to publish this data will be of reassurance to communities and will play a part in encouraging the confidence to report." https://www.cps.gov.uk/publications/docs/cps_hate_crime_report_2016.pdf

- According to Stonewall, 45% of older LGBT people had felt discriminated against when accessing social services and 73% were anxious about disclosing their sexuality to care staff.

10.38 Following requests from Tonic Housing to housing providers to identify the number of LGBT residents; 11 out of 12 housing providers reported they had no LGBT residents. This appeared to be statistically improbable and helped to demonstrate that part of the problem was that people were not being identified or supported. Opening Doors London and Stonewall Housing had been working on the concept of a kite mark system for recognising excellence in housing and social care for older residents.

10.39 There were models for social housing for LGBT residents in the USA and in Germany but to date there was nothing in the UK despite the recognition of the needs of this sector of the community. Tonic Housing want to work with partners to build an LGBT majority mixed community retirement facility. There was also an aim to develop LGBT sensitive domiciliary care. Tonic were actively looking across London for a site and had approached a number of local authorities. They were very keen for the site for their proposed LGBT majority housing to be in Lewisham. They had already been in discussion with the Executive Member for Housing and with officers in the Council.

10.40 Following a question regarding the fear of "ghettoisation" of sectors of the community from an LGBT majority housing scheme; the Committee heard from Tonic that the housing scheme was not looking to create isolated communities. Integration was very important to the project and working with local housing providers and the local community and local authority was key. The scheme would also be carefully looking at longevity and sustainability including being able to adapt to reflect different issues in the future as they emerged. This could include changing the percentage allocated to the LGBT community.

10.41 Following a question on the financial sustainability of such a housing proposal and the costs to potential residents; the Committee heard that there was an aim of 50% of the units to being affordable. Tonic had also submitted funding bids and predicted the possibility of substantial legacy income in the future.

10.42 Finding those most in need could be challenging particularly if people were not disclosing their sexuality. Lots of work with the local community and community partners would be necessary.

10.43 After hearing the evidence, some members of the Committee stated that a new housing scheme in the borough would be very beneficial for residents and it would be exciting to be at the forefront of promoting equality for older LGBT residents. Other members of the Committee noted that it was important to look at inequalities across all of the protected characteristics and carefully assess where there was most need to ensure Council resources were allocated prioritising those most in need.

Recommendation: That the Strategic Housing Team and the Cabinet Member for Housing should progress the work with Tonic Housing to scrutinise the viability of an LGBT+ Extra Care facility, and if appropriate, support progressing the project. This should be considered in the context of ensuring groups are integrated well with the Lewisham Community.

11 Conclusion

This report provides information on provision for the LGBT+ community in Lewisham. It highlights areas where members of the LGBT+ community still face inequalities and differences in service provision. The report includes proposals for improvement and highlights the need for equalities provisions across a range of protected characteristics to be deeper embedded throughout Council services.

The report also focussed strongly on good partnership working with other public sector bodies, charities and local community groups and learning from and emulating good practice to improve services to Lewisham residents.

12 Monitoring and ongoing scrutiny

The Committee expects to receive an update on the implementation of any agreed recommendations approximately six months after receiving the Mayoral response to this report.

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