

# Decision Pathway – Report Template



**PURPOSE:** For reference

**MEETING:** Cabinet

**DATE:** 14 July 2020

<b>TITLE</b>	Advancing equality and inclusion at Bristol City Council		
<b>Ward(s)</b>	N/A		
<b>Author:</b>	Tim Borrett	<b>Job title:</b>	Director: Policy, Strategy and Partnerships
<b>Cabinet lead:</b>	Councillor Asher Craig, Deputy Mayor (Communities, Equalities & Public Health)	<b>Executive Director lead:</b>	Mike Jackson, Chief Executive
<b>Proposal origin:</b> <i>BCC Staff</i>			
<b>Decision maker:</b> Officer			
<b>Decision forum:</b> <i>Officer Meeting</i>			
<b>Timescales:</b> The measures outlined within this report are for implementation immediately and over coming months.			
<b>Purpose of Report:</b>			
<ol style="list-style-type: none"> <li>To update Cabinet on internal-facing work to improve equality, diversity and inclusion practice, particularly relating to race equality and tackling institutional racism.</li> <li>To inform Cabinet of the outcomes and recommendations contained in a closing report following a piece of support, facilitation and HR consultancy work undertaken by David Weaver of DWC Consulting, relating to race equality practice within the council.</li> <li>To inform Cabinet of additional actions which are to be taken over and above existing plans, along with the associated financial commitments.</li> </ol>			
<b>Evidence Base:</b>			
<ol style="list-style-type: none"> <li>The council has a long-standing commitment to equality, diversity and inclusion, and living up to this is a constant journey of learning, engagement and improvement. Within its Corporate Strategy 2018 – 2023 the council committed to “Make sure we have an inclusive, high-performing, healthy and motivated workforce.”  In recent years our approach has been informed by several opportunities to learn, including an independent report by Kamaljit Poonia in June 2018 which helped inform development of the council’s updated Equality and Inclusion Policy and Strategy, and as part of an LGA Peer Challenge in 2018 which noted of our intentions: “this is positive but very much work in progress and BCC knows it has to further invest in and drive its own equality, diversity and inclusion strategies to keep pace with those of the city as a whole.”</li> <li>As part of our ongoing efforts to learn and improve practice, a series of actions, interventions and changes spanning several themes across our business have been developed. These include over 50 new measures covering Strategy changes; Recruitment, selection and talent management and Leadership, performance and culture. Examples include creating a Workforce Strategy, making more use of positive action in recruitment and taking targeted action in areas with known issues, such as the ‘Moving Forward Together’ programme underway in Housing and Landlord Services.</li> <li>Rather than taking the form of a typical ‘action plan’ which is suited to particular issues, these actions will be embedded across the council’s business in policies, strategies and – most importantly – leadership that drives</li> </ol>			

change in operational practice, to make sure that equality, diversity and inclusion is a central part of everyone's business, not simply the role of a single team or particular group of people. It explicitly prioritises race equality, recognising that this issue goes well beyond only seeing racism when it is overt or intentional, and focusing on how to practically address the structures, processes and practice that contribute to institutional and structural racism within the council. Appendix Ai sets out these actions, and it should be noted that this captures new or updated proposals, not the totality of all work on improving EDI practice, which is more extensive.

4. The proposals aim to increase representation of Black, Asian and other under-represented groups in our workforce; strengthen our approach to performance management; equip managers to manage difference and diversity well; build trust with colleagues and ensure visible, well-informed senior leadership of equality and inclusion within the council, starting at the top with Corporate Leadership Board and continuing through all spans of leadership and management.
5. It should be noted that efforts to improve diversity within the organisation's workforce, particularly at senior levels, will include the legitimate and well-managed use of positive action principles. Work to ensure this is fully understood and supported with appropriate corporate direction and guidance will be undertaken.
6. The cost of the measures is £334,500 in addition to existing commitments of £126,000 to equality and inclusion activities as part of the existing Organisational Improvement Plan. There is also un-costed but likely significant 'opportunity costs' in terms of re-prioritising staff time to deliver the actions across the organisation.
7. The measures build upon progress in recent years, whereby the council has invested in a strengthened central Equality and Inclusion team; undertaken significant pieces of work including the Organisational Improvement Plan and its associated budget and work streams.
8. Following the co-creation of organisational values with staff in 2017/18, a particular emphasis has been placed on improving organisational culture. Meaningful culture change typically takes 3 – 5 years in a major organisation, and as part of this improvement journey the council employed the services of DWC Consulting during 2019/20. This was in recognition of several factors, including a significant number of unresolved complaints from Black, Asian and other minority ethnic staff and the need to address these fully through the appropriate processes, ensuring people's voices were heard and that they had the assurance of independent involvement.
9. The closing report confirms that the council's high aspirations around equality, diversity and inclusion have not been adequately reflected in practice. The council has acknowledged that institutional racism is a legitimate issue which affects outcomes for Black, Asian and minority ethnic colleagues. This manifests in many ways, including a mean ethnicity pay gap of 12.06% and a median pay gap of 17.56% due to the lack of senior officer roles occupied by these colleagues, and a higher likelihood of having a formal grievance lodged against them compared to White colleagues. The issue of staff who are Black, Asian or from other minority ethnic groups being statistically more likely to be subject to formal grievance and disciplinary processes is a common challenge across Bristol's public sector organisations, highlighted by the Bristol Race Equality Strategic Leaders Group in their Race Equality H.R. Data Product 2019.
10. The work of David Weaver has found that positive action needs to be taken in our high level strategies, and is particularly needed within recruitment and selection practice. It also finds that management and leadership knowledge and practice must continue to be strengthened, an issue the council recognises and has been working to address; with our new measures planned to improve and accelerate results. More also needs to be done to improve organisational culture and fill gaps in data availability and quality.
11. The recommendations from DWC Consulting follow extensive engagement throughout the council, including with Staff Led Groups, senior leaders and colleagues in many teams including HR, Organisational Development, Equality and Inclusion, Policy and Strategy, Housing Services and more. The recommendations

are set out in full at Appendix Aii. The proposed actions at Appendix Ai are a combination of initiatives already planned as well as actions mapped against the recommendations.

12. Corporate Leadership Board has accepted Mr Weaver’s recommendations in full. In some cases there is no corresponding action in Appendix Ai because changes have already been made (e.g. requiring Equality Impact Assessments ahead of restructuring exercises; CLB affording race equality a ‘high priority / high ambition status’) or need to be developed further (e.g. formal targets, timescales and process for diversity in leadership).
13. The work of DWC Consulting coincided with greatly renewed efforts to strengthen corporate EDI practice and established stronger foundations for action to be taken in the council and the city, including all departments creating bespoke Equality Action Plans and large-scale investment in training such as unconscious bias, cultural intelligence and assessing equalities impacts. This is further detailed in the council’s Annual Progress Report on its Equality and Inclusion Policy and Strategy, which was presented to Full Council on 7 July 2020.
14. This context, along with the current impact of Covid-19 (both at large and in its disproportionate impact on BAME people) and the major focus on race equality within the city following Black Lives Matter protests, make the outcomes of DWC Consulting’s work and our plans for further improvements in the Council’s practice and culture particularly relevant. Our work seeks to ensure that EDI – and race equality in particular – sits at the heart of the Council’s operating model and that more action is taken to improve practice, both at a grass-roots level but also in the systems and processes of the organisation.
15. We recognise that in reaching the findings and proposals in this report and its appendices, the council and DWC Consulting have benefitted greatly from hearing the voices of staff. We acknowledge the richness of those contributions and the value of having conversations which by their nature can be uncomfortable and challenging for all sides to take part in. These experiences, along with a wide range of data and benchmarking, have been used directly in shaping our approach. Colleagues working in HR have been adapting ways of working to help shift our emphasis more to supporting employees and encouraging good management practice in achieving our organisational objectives.
16. In addition to the inward-looking efforts being made within the council, there is also a need to reconsider how to tackle structural and systemic inequality within the city and society as a whole. Whilst not the purview of this report, many forms of engagement are underway within the city as part of a discussion about equality and inclusion, and how the city’s ‘Recovery’ from Covid-19 can best be leveraged drive real change, particularly relating to the economy, training, skills and access to employment. A One City Economic Recovery Plan will explore this further and is due to be published in September 2020. A precursor to this – the One City Economic Renewal Statement of Intent – was published by the One City Economy Board on 26 June 2020. The council will be reviewing many elements of its strategic framework, including its Equality and Inclusion Policy and Strategy, along similar timescales as the development of recovery strategies.

**Cabinet Member / Officer Recommendations:**

1. Cabinet notes the Equality and Inclusion actions and interventions detailed in Appendix Ai, Advancing equality and inclusion – new actions for 2020/21.
2. Cabinet notes the report and the recommendations of David Weaver, DWC Consulting, Appendix Aii.

**Corporate Strategy alignment:**

1. Equality and inclusion is at the heart of the council’s overall vision from the Corporate Strategy 2018 – 2023 to ‘play a leading role in driving a city of hope and aspiration where everyone can share in its success’.
2. More specifically these recommendations support the Organisational Priority in the Corporate Strategy to “Make sure we have an inclusive, high-performing, healthy and motivated workforce.”

**City Benefits:**

1. Whilst this report is primarily about internal-facing measures, if these are delivered they will help ensure that the council provides inclusive services which actively address inequality and exclusion and enable Bristol's citizens to realise their potential and live safely.
2. Stronger EDI practice within the organisations will also help our ability to build good relationships with (and between) different communities in Bristol so everyone is able to participate and contribute.

**Consultation Details:**

1. The actions in Appendix Ai have been consulted on with the Mayor and both Deputy Mayors. They were developed following engagement with the council's Directors through its Extended Leadership Team Meeting. As noted in the report, much of the underpinning work of DWC Consulting has informed these – and this included widespread engagement within the organisation.
2. The actions have not formally been consulted upon with staff, but are the result of a large amount of long term engagement with many members of staff, notably the council's Staff Led Groups. The Chairs (and Interim Chairs) of Staff Led Groups and Trade Union representatives have had an opportunity to review and comment upon the actions.

**Background Documents:**

Corporate Strategy 2018 – 2023:

<https://www.bristol.gov.uk/documents/20182/33620/Bristol+City+Council+Corporate+Strategy+2018+to+2023.pdf/3e7d7377-ed1f-5d67-c6ab-af49b7159a5e>

LGA Corporate Peer Challenge feedback report:

<https://www.bristol.gov.uk/documents/20182/3047181/Corporate+peer+challenge+feedback+report.pdf/1e18ece6-e0c2-7cfc-6183-6c7ac6773f93>

Review of Bristol City Council's Equality and Diversity Function:

<https://www.bristol.gov.uk/documents/20182/3188217/Review+BCC+Equality+and+Diversity+Function+-+June+2018>

Organisational Improvement Plan 2019 – 2024

Equality Policy and Strategy 2018 – 2023:

<https://www.bristol.gov.uk/documents/20182/32815/BCC+Equality+and+Inclusion+Policy+and+Strategy+2018+to+2023.pdf/1777c117-f1d1-0f11-9034-6ed105467819>

Equality and Inclusion Annual Progress Report 2019/20:

<https://www.bristol.gov.uk/documents/20182/3188217/Bristol+City+Council+-+Equality+and+Inclusion+Annual+Report+2019-2020.pdf/cee34868-d661-00e8-7f6a-2eba3a84f36f>

Bristol Race Equality Strategic Leaders Group - Race Equality H.R. Data Product 2019:

<https://www.bristolonacity.com/wp-content/uploads/2020/03/Race-Equality-Data-Product-UPDATE-2020.pdf>

One City Economic Renewal Statement of Intent: <https://www.bristolonacity.com/wp-content/uploads/2020/06/BD13094-One-City-Economic-Recovery-Statement-of-Intent.pdf>

Bristol City Council Pay Gap report 2019/20:

<https://democracy.bristol.gov.uk/documents/s50267/3b%20BCC%20Gender%20Pay%20Gap%20Report%20-%20310319%20v3.1%20-%20Appendix%20A.pdf>

<b>Revenue Cost</b>	<b>£334,500</b>	<b>Source of Revenue Funding</b>	Funded via: Learning and Development - £149.5k HR - £25k Annual estimated costs 'absorbed' by departments during senior recruitment exercises - £60k Annual estimated costs 'absorbed' by departments during recruitment exercises - £50k TBC - £50k (relating to performance coaching)
<b>Capital Cost</b>	<b>£N/A</b>	<b>Source of Capital Funding</b>	N/A
<b>One off cost</b> <input type="checkbox"/>	<b>Ongoing cost</b> <input checked="" type="checkbox"/>	<b>Saving Proposal</b> <input type="checkbox"/>	<b>Income generation proposal</b> <input type="checkbox"/>

<b>Required information to be completed by Financial/Legal/ICT/ HR partners:</b>		
<p><b>1. Finance Advice:</b> This report summarises DWC Consulting’s conclusions and recommendations with regard to BCC’s approach to Equality, Diversity and Inclusion and proposes a series of measures and actions in response.</p> <p>Annual new costs represent £334.5k. It is confirmed that Budget for £284.5k of this has been identified. Budget for £50k is yet to be identified.</p>		
<b>Finance Business Partner:</b> Jemma Prince, Finance Business Partner, 23 June 2020		
<p><b>2. Legal Advice:</b> The proposals and actions in Appendix A1 will support the Council in meeting its obligations under the Equality Act 2010 and the Public Sector Equality Duty.</p> <p>The positive action provisions under s.147 of the Equality Act 2010 can be applied where BCC reasonably thinks that people who share a protected characteristic either suffer a disadvantage connected to the characteristic, have needs that are different from the needs of persons who do not share it; or have disproportionately low participation within BCC. In each case, the Council will need to consider if the proposal for positive action is necessary and appropriate to achieve the aim and also whether the aim could be achieved by any other means less likely to result in less favourable treatment of others. Positive action does not remove the requirement to appoint on merit.</p>		
<b>Legal Team Leader:</b> Husinara Jones, Team Leader/Solicitor, 23 June 2020		
<b>3. Implications on IT:</b> No anticipated impact on IT Services.		
<b>IT Team Leader:</b> Simon Oliver, Director: Digital Transformation and IT		
<p><b>4. HR Advice:</b> The actions are both important and urgent in line with the ‘high priority; high ambition’ status given to this by CLB, as identified by David in his report. Many of the actions are not set to benefit from additional funding, which means existing work and ways of working will need to be re-prioritised and in some cases paused or stopped. Ultimately this is a programme of cultural transformation, which is likely to fail in the absence of clear, consistent and visible leadership at all levels of the organisation.</p>		
<b>HR Partner:</b> James Brereton, HR Business Partner, 24 June 2020		
<p><b>4. Procurement Advice:</b> Procurement and commercial considerations in the support around delivery of the action plan will be important function, especially in case of the recruitment agencies and obligations to source a diverse applicant pool plus Employee Assistance Provider from February 2021 (EAP) incorporate a requirement for there to be BAME counsellors. In addition it will be also vital to ensure lessons around equality and inclusion considerations are learnt and incorporated into tender specifications and contract, this should also take into account undertaking of Equality Impact Assessments (EIAs) and ensure that procurement documents and processes are fit for purpose around equality and inclusion.</p>		
<b>Category Manager:</b> Steve Sandercock, Interim Head of Strategic Procurement and Supplier Relations, 23 June 2020		
<b>EDM Sign-off</b>	Mike Jackson, Chief Executive	30 June 2020
<b>Cabinet Member sign-off</b>	Councillor Asher Craig, Deputy Mayor	02 July 2020
<b>For Key Decisions - Mayor’s Office sign-off</b>	N/A	N/A

<b>Appendix A – Further essential background / detail on the proposal</b> Appendix Ai – Advancing equality and inclusion – new actions for 2020/21 Appendix Aii - Transforming race and equality at BCC, Conclusions and Recommendations - David Weaver, DWC Consulting	<b>YES</b>
<b>Appendix B – Details of consultation carried out - internal and external</b>	<b>NO</b>
<b>Appendix C – Summary of any engagement with scrutiny</b>	<b>NO</b>
<b>Appendix D – Risk assessment</b>	<b>NO</b>
<b>Appendix E – Equalities screening / impact assessment of proposal</b>	<b>YES</b>

<b>Appendix F – Eco-impact screening/ impact assessment of proposal</b>	<b>NO</b>
<b>Appendix G – Financial Advice</b>	<b>NO</b>
<b>Appendix H – Legal Advice</b>	<b>NO</b>
<b>Appendix I – Exempt Information</b>	<b>NO</b>
<b>Appendix J – HR advice</b>	<b>NO</b>
<b>Appendix K – ICT</b>	<b>NO</b>
<b>Appendix L – Procurement</b>	<b>NO</b>