



A Tale Of Three Cities

**Public officials and senior representation in
the NHS, University, Police and Local
Authority.**

Zubeda Limbada

**2014 Clore Social Fellowship
February 2016**



Zubeda Limbada

The report was written by Zubeda Limbada who is a founding director of ConnectJustice (www.connectjustice.org) a Birmingham based social enterprise that aims to build trust between police and communities around extremism and exploitation. She previously worked for Birmingham City Council on the "Preventing extremism" strands and policy work around city-regions. She completed a two-year secondment with West Midlands Police relating to the implementation of preventing violent extremism policies. She has worked for over 15 years in the public sector including Wigan Council, Bolton Council and a national political party. She graduated from the University of Manchester with a BA in Politics and Modern History and a MA in Middle Eastern Studies.

As part of the requirements of being a Clore Social Leadership Fellow and enhancing personal leadership development, all Fellows are required to undertake non-academic practice-based research on a topic of their choosing.

Acknowledgements

This piece of work would not have been possible without the research assistance and insights of Ms. Ridhi Kalaria.

Thank you to Michele Madden from NFP Synergy who provided excellent supervision. This includes the Clore Social Leadership programme and Paul Hamlyn Foundation fellowship support.

In particular, I would like to thank my twelve case study interview participants from the three cities who made this work possible. Without their time and honesty such rich insights and discussions would not have been provoked.

Clore Social Fellowship

This research report is published as part of the 2014 Clore Social Fellowship. As part of the Clore Social Leadership Programme, each Fellow is required to undertake a piece of practice-based research. The purpose of the research is to help develop Fellows' skills as critical users of research, and to help develop the evidence base for the sector as a whole. The research focus, methodology and output are all chosen by the Fellow.

www.cloresocialleadership.org.uk



ZubedaCJustice



z.limbada@connectjustice.org

“Welcome to this, my 927th speech on diversity in the television industry ...”

Lenny Henry, 2014 at the BAFTA television lecture

EXECUTIVE SUMMARY

This qualitative research focuses on the topic of equality, diversity and representation in four key public sector organisations in Manchester, Birmingham and Bristol. The research focuses on mid and senior level leadership in these sectors to explore how things are understood and implemented at a strategic level.

The report sets the context by explaining the dynamics of the recent 50th anniversary of the passing of Britain’s first ever Race Relations Act, and the changes that have occurred at the senior management level. It notes the practical, workplace impact arising from subsequent legislation, observing that gender equality has made the greatest progress. It suggests that other characteristics could progress further if strategies went beyond monitoring and if leaders are able to make a stronger business case.

More specifically, the research found five key things. Equality, diversity and representation mean different things to different people. Organisations are now highlighting unconscious bias to their staff to make people avoid homogenous and prejudicial thinking. Secondly, participants shared their opinions on whether it was ability or representation that was important when the organisation was trying to address the issue of equalities. Thirdly, the findings indicate that gender equality has made great strides alongside targets established by organisations around BAME and disability. This indicates that it is often the visibility of difference that drives organisational priorities. Fourthly, it explores what drives organisations to implement change in this arena: there seems to be a feeling that it is either the fear of financial penalties or the repercussions arising from non-compliance which plays a significant role. Lastly, the research explores what actions organisations could take when addressing the issue of senior management representation.

After exploring organisational gaps, key recommendations are provided, including but not limited to:

- Have a bold vision
- Set three, long-term organisational targets with regular staff training
- Look beyond the organisation to collaborate with other institutions
- Collect and share data that informs with purpose and transparency

CONTENTS

EXECUTIVE SUMMARY	3
INTRODUCTION	5
METHODOLOGY	6
DESK RESEARCH IN THE THREE CITIES AND FOUR ORGANISATIONS	7
LEGISLATION AND ORGANISATIONAL FIGURES	9
RESULTS: INTERVIEW FINDINGS	15
i) DEFINITIONS AND WHAT DO THEY MEAN?	15
ii) WHAT'S IMPORTANT: REPRESENTATION OR LOOKING LIKE YOUR COMMUNITIES?	17
iii) VISIBILITY AND DIVERSITY	18
iv) ORGANISATIONAL COMMITMENTS: LEGAL OBLIGATION OR THE FINANCIAL STICK?	18
v) TRACKING AND MONITORING INTERNAL PROGRESS	20
vi) ORGANISATIONAL GAPS	21
CONCLUSIONS	23
RECOMMENDATIONS – THE FOUR BOLD PROPOSALS	25
FURTHER READING	28
APPENDIX A AND B	29

INTRODUCTION

Well, there's probably two aspects for me. One around representation and ensuring there's a diverse representation of people within the management, and I suppose diverse in the way that it reflects either the organisation or wider society.

Public sector bodies, government, business whether large, medium or small enterprise fully agree that equality, diversity and representation are very important. They convincingly make the point that organisations that practice equality and have good representation will be in a better position to achieve divergent thinking to re-energise its vision. This benefits the sector when theory and action merge to reflect these values. In reality, most participants would agree that more can be done if the balance between meeting diversity goals is matched by an equally ambitious plan to have senior leaders match that aspiration themselves. That means moving beyond the statutory requirements of simply recording figures and commitment to all nine characteristics and defining a strong organisational vision that emphasises why this matters to their leadership.

Globally, as population and workforce demographics shift, both public and private sector bodies are trying to address these organisational gaps. They ask how they can better embed diversity as a real business practice and how their workforce environments can meaningfully represent their communities and customers.

Using this framework, the research topic will be looked at through the lens of equality, diversity and representation whilst narrowing down that focus to mid and senior level leadership. By drawing attention to these voices it will provide a better insight into the thinking of those individuals who are usually asked to address, plan and implement a plan of action.

Background to the Clore social leadership and the research question

As part of the requirements of being a Clore Social Leadership Fellow¹ and enhancing personal leadership development, all Fellows are required to undertake non-academic practice-based research on a topic of their choosing. My focus is on examining the important topic of representation and equalities in the public sphere, which has a significant impact on the social environment.

The research explores whether appointed public officials in England should be representative of the populations that they exist to serve. It explores whether this is happening, and if so, what are people and their organisations doing to achieve senior leadership representation, and if not what may be the potential barriers to reaching it?

The question seeks to understand how appointed leadership in four key public sector bodies of local government, police, N.H.S and university in three cities; Bristol, Birmingham and Manchester consider diversity in their organisations focusing on mid to senior structure appointments. The aim of the semi-structured qualitative

¹ <http://www.cloresocialleadership.org.uk/home.aspx>. (Accessed 18/12/2015)

study is to better understand the issues and identify their successes and failures. Whilst it is not a comprehensive research study it has utilised all the tools of a robust piece of research, and it is intended to provide insight and provoke discussion.

METHODOLOGY

Interview specifics

The methodologies used in this study comprised of a two-stage process; desk based research and interviews. The research assistant used the first stage to gather and look at the organisation's publicly available information on their website prior to the interviews. The second stage of in-depth interviews were conducted by the lead researcher and assistant by speaking to the senior representative of the organisation to gather their views and explore the interview questions in more detail.

All interviews were conducted face to face where possible with the exception of one interview, which was conducted over the phone. The questions were designed to be semi structured and open ended to encourage participants to explore topics in a more conversational way, without making them feel they were being audited and compared negatively. The interviews took place in the participant's work offices. In total eight questions were asked² and interviews lasted between an hour and an hour and fifteen minutes. These were all recorded and transcribed with prior consent aside from the one telephone interview where notes were taken. One individual objected to being recorded and only consented to the interview when assured that just handwritten notes would be taken. Despite a number of attempts, two forces declined to be interviewed citing reduced staff capacity, but using other contacts the police and crime commissioner for one force agreed to be interviewed whilst another individual was located through a local council contact for the second police force. This meant that all twelve organisations identified in the research plan were interviewed.

Prior to the interviews, participants were informed about why the research was being completed, alongside a consent form that explained how the information from the interviews would be used, including anonymising quotes. An information sheet that contained this data as well as full contact details of the research team was provided to all interviewees.

Sampling and recruitment

The primary objective was to develop organisational pictures on matters relating to equalities and diversity by interviewing twelve senior members with a relevant role in this field. Individuals were chosen because of their job remit for equalities in their organisation or their interaction with senior leaders on matters relating to equalities and diversity. Access was gained through trusted contacts and internet searches. From the participants interviewed, four were female and eight were male. The goal was to probe their opinions and to ask them to share their reasoning that were not always known in the public domain in order to shed some light behind organisational thinking.

² Appendix B

DESK RESEARCH IN THE THREE CITIES AND FOUR ORGANISATIONS

The three cities of Manchester, Birmingham and Bristol were similarly selected because they are all historically important conurbations with economic and political clout, and hold significant social capital. All are key partners in the core cities³ group, which indicates their status as England’s eight largest economies outside of London, which may perhaps draw out similar and different challenges that cities are facing in the public sector arena. Their varied differences in population size and their geographical presence in the northwest, midlands and southwest will be helpful when comparing the involvement of four key public sector organisations in this space.

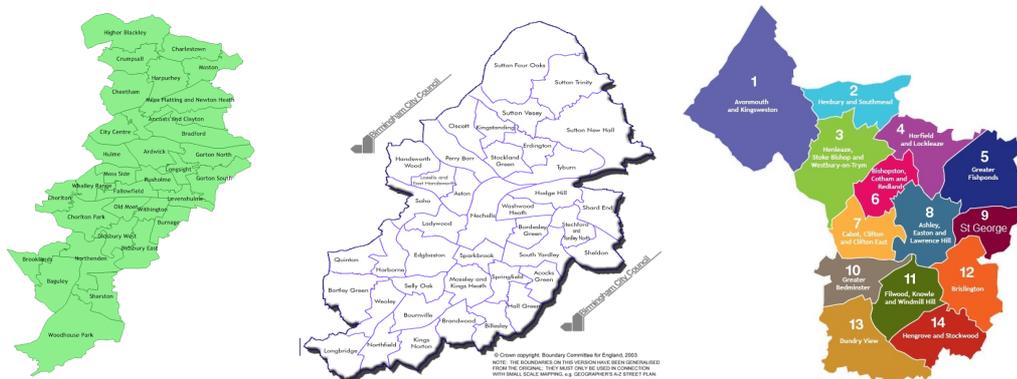


Table 2: A map detailing the geographical boundaries of the three cities. From L-R Manchester, Birmingham and Bristol

There are also significant political and economic shifts occurring in all the landscapes. With a population of 503,127, the city of Manchester was included in a recently announced “Northern⁴ Powerhouse” deal, which will see the government devolve fiscal budget around health to the region tied in with the requirement to have an elected mayor from 2017. Birmingham is the largest city outside of London with a population of 1,073,045 and only recently agreed its membership in the West Midlands Combined Authority⁵, which will see £1billion of government investment to the region tied to the requirement for a regionally elected mayor in 2017. Bristol, with a population of 428,234 was chosen as a south-western city for comparison, as it already has had a locally elected mayor since 2012 and would therefore provide a contrasting viewpoint as cities are now being encouraged by central government to be part of a regional economic and political partnership with a mayor.

The four core public sector organisations were selected as they are part of the bigger employers in the cities, mostly all are externally “customer” facing as all are affected

³ <http://www.corecities.com>

⁴ The Northern Powerhouse is a collective of northern cities, which the government is keen to revive using economic power to redress the North-South economic imbalance. <http://www.bbc.co.uk/news/magazine-32720462> 4/11/2015 (Accessed 18/12/2015)

⁵ Elected Mayor deal for West Midlands Combined Authority agreed <http://www.bbc.co.uk/news/uk-england-34841438> (Accessed 18/12/2015)

by the budget cuts with everyone having persistent problems around young people, deprivation, employment and skills.

City councils

Manchester City Council has an Executive Committee structure through which elected members make decisions. Currently they have 96 Labour Councillors (out of a total of 96) and 7,476 employees. Birmingham City Council has an Executive cabinet model with 13,000⁶ employees and 78 Labour councillors out of a total of 120. In 2014, the Kerslake⁷ report highly criticised the Council's organisational and governance capabilities. By comparison, Bristol City Council has 30 Labour councillors out of a total of 70, and 6,212 employees. It has a mayoral system in place with the Mayor forming a Cabinet to decide the council's key policies. Politically all three councils are Labour run authorities.

Police force

In contrast to the local boundaries of the council, the police forces operated regionally with Greater Manchester Police covering an area of 500 square miles and split into eleven divisions with 7,565 employees.⁸ As the largest force outside of London, West Midlands' Police covers 348 square miles and is divided into 10 local policing units (LPU's), with 11,601 employees.⁹ Avon and Somerset Police has 5,748 employees and this force cover the largest area at 1855 square miles and is split into six Basic Command Units¹⁰. All three forces are currently involved in huge restructuring programmes. In October 2015, Home Secretary Theresa May made a speech in Birmingham¹¹ that talked about a lack of diversity in police forces¹ and highlighted several police forces across the country that did not have anyone from a black and minority ethnic (BAME) background at the ranking of chief inspector level¹² or higher which she indicated was problematic.

National Health Service

In the National Health Service (NHS) arena, which is the world's third biggest employer, national restructuring is ongoing with the recent formation of clinical commissioning groups (CCG's). Different types of NHS operators in each city were sought out, which would capture different aspects of the service. This includes Central Manchester Hospital Trust, the Bristol South West Commissioning Group, (which provides commissioning and business support to NHS Clinical Commissioning Groups, NHS England and other NHS organisations) and the University Hospitals Birmingham NHS Foundation Trust (which provides services for Birmingham City and

⁶ In September 2015, it was announced that a further 6,000 jobs were to be lost over the next four years following the latest budget announcement. <http://www.birminghammail.co.uk/news/midlands-news/birmingham-city-council-jobs-bombshell-7781977> (Accessed 20.12.15)

⁷ <http://www.birmingham.gov.uk/kerslakereview> (Accessed 18/12/2015)

⁸ GREATER MANCHESTER POLICE (2015) About GMP Available from <http://www.gmp.police.uk/live/nhoodv3.nsf/section.html?readform&s=56262BA597AC8076802579600047F8F6> [Accessed 14/09/15]

⁹ WEST MIDLANDS POLICE (2015) Keeping You Safe: Our Structure Available from <http://www.west-midlands.police.uk/keeping-you-safe/about-us/our-structure/index.aspx> [Accessed 18/09/15]

¹⁰ Equality Report (2014) Avon and Somerset Constabulary Page 4

¹¹ Theresa May condemns lack of black police officers October 2015. <http://www.bbc.co.uk/news/uk-34600290> (Accessed 18/12/2015)

¹² Police rankings are Police Constable, Sergeant, Inspector, Chief inspector, Superintendent, Chief Superintendent, Assistant Chief Constable, Deputy Chief Constable and Chief Constable.

specialist services for the wider county). The NHS came under intense scrutiny from an independent 2014 report published by Roger Kline¹³ 2014 entitled “The Snowy White Peaks of the NHS” which concluded that a diverse and representative workforce would significantly improve patient care. It critically highlighted that there was a lack of representation of BAME communities combined with gender imbalance at senior levels of the organisation.

Universities

Lastly, a variety of university establishments were interviewed. With a membership of 11,000 staff and 38,500 undergraduate and postgraduate students, the University of Manchester has an Equality and Diversity Team that sits within Human Resources (HR) on their organisational structure. The University of Birmingham has 6,500 staff and 32,335 undergraduate and postgraduate students with staff responsible for equality that sits within the Human Resources (HR) team, with a newly appointed Deputy Pro-Vice-Chancellor for Equalities since 2014. These former two universities are also members of the Russell Group¹⁴ universities. By contrast, the University of the West of England (UWE) is a new university, which has 27,050 students and 3,000 staff. It has an equality and diversity unit that is based on the main campus, which is under the umbrella of the HR team, but it is a separate unit that works across the whole of the university.

LEGISLATION AND ORGANISATIONAL FIGURES

The four public sector organisations were selected as they are under a legal obligation to implement the Equality Act 2010¹⁵, which further places provisions from the public sector equality duty of 2011.¹⁶ (See table A) As the 2010 act shifted organisational duties to positively promote equality and not simply to avoid discrimination, the research will be useful to explore how the law and its public institutions are delivering and implementing these provisions at a practical level. Having four publicly facing organisation in each city would therefore provide a good sample size.

1976 Race Relations Act

1995 Disability Discrimination Act

2000 Race Relations (Amendment) Act

**2010 Equality Act (includes public sector equality duty)
The 2010 act replaced the previous gender, race and disability duties**

Table A: Key UK equalities legislation

¹³ The “snowy white peaks” of the NHS: a survey of discrimination in governance and leadership and the potential impact on patient care in London and England, Kline, 2014, <https://www.england.nhs.uk/wp-content/uploads/2014/08/edc7-0514.pdf> (Accessed 18/12/2015)

¹⁴ <http://russellgroup.ac.uk> (Accessed 18/12/2015)

¹⁵ The Equality Act brings together 116 separate pieces of legislation into one single Act. Combined, they make up a new Act that provides a legal framework to protect the rights of individuals and advance equality of opportunity for all. <http://www.legislation.gov.uk/ukpga/2010/15/contents>

¹⁶ <http://www.equalityhumanrights.com/private-and-public-sector-guidance/public-sector-providers/public-sector-equality-duty/what-equality-duty> (Accessed 18/12/2015)

With the continuing legacy of the words “institutional racism”¹⁷ directly pointed at the Metropolitan Police in the 1999 McPherson report¹⁸ prompted by the Stephen Lawrence murder in 1993¹⁹, politicians responded by introducing legislation. Under the 2010 Act it compelled the police service at first²⁰ followed by the other public sector organisations to address 70 recommendations that were made. New legislation was introduced or amended and public bodies responded by addressing their recruitment, retention and promotion policies. Some organisations now located and placed their responsibility in HR departments in their organisational structures. The Equality Act tried to bring the various laws under one place and set out nine protected characteristics (see Table B) that would be protected by law in order to improve public services and assist businesses in doing well. Without exaggerating the importance of the legislation, it would be fair to say that the murder of Stephen Lawrence and the subsequent McPherson inquiry led to public sector organisations understandably sensitive to being labeled institutionally racist. This discourse continues to have an impact on most British public organisations²¹ even today.

1. Age	2. Disability
3. Gender reassignment	4. Marriage and civil partnership
5. Pregnancy and maternity	6. Race
7. Religion and belief	8. Sex
9. Sexual orientation	

Table B: The nine protected characteristics defined under the 2010 Equality Act.

Additionally, the characteristics are important to note as they form the basis upon which all the organisations design and deliver their equality obligations. It shows the ranges of characteristics and how no one characteristic is more important than another.

Organisational figures

During the desk based research and interviews it became clear when exploring organisational facts and statistics that while all sectors seemed to emphasise their

¹⁷ “Defined as the “collective failure of an organisation to provide a professional service ... through unwitting prejudice, ignorance, thoughtlessness and racist stereotyping which disadvantage minority ethnic people”.

¹⁸ The report followed an inquiry into the Metropolitan police’s investigation of the murder of a black teenager, Stephen Lawrence by Lord McPherson. It is referred to as a defining moment in race relations.

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/277111/4262.pdf

¹⁹ https://en.wikipedia.org/wiki/Murder_of_Stephen_Lawrence

²⁰ The report cited professional incompetence and a failure of leadership as key markers of failure in the investigation of the crime

²¹ A recent example includes 18 Avon and Somerset officers, among them sergeants and inspectors, and police staff facing disciplinary proceedings after a disabled refugee was murdered. Family members say this is due to institutional racism after a constable and community support officer were convicted of misconduct in a public office. The case is ongoing. (Accessed 21.12.15) <http://www.theguardian.com/uk-news/2015/dec/21/police-officer-guilty-misconduct-over-murder-man-mistaken-for-paedophile-bijan-ebrahimi>

commitment to all nine protected characteristics, gender and ethnicity performance and measurement was more important. This was one of the reasons why the data has been focused and gathered in the way it has been below (See Table C). Data for Table C was found in public documents on the organisation’s website though it was difficult to obtain information for Bristol SCW CSU (NHS) and Birmingham City Council, despite a number of calls made and emails sent.

City	Total Population	Ethnicity		Gender
		White: Total (%)	BAME and other: Total (%)	Women Total: (%)
Manchester	503,127	335,109 (66.6)	168,018 (33.4)	250,504 (49.8)
Bristol	428,234	359,592 (84.0)	68,642 (16.0)	215,163 (50.2)
Birmingham	1,073,045	621,636 (57.9)	451,409 (42.1)	545,239 (50.8)

Table C (i): Overall ethnicity and gender representation in Manchester, Bristol and Birmingham.
Source: Office for National Statistics census figures (2011)

MANCHESTER

Organisation	Date*** data applies to	Total No of Staff	% of Total Staff who are BAME	% of BAME staff (from the total number of senior staff) in senior roles*	% of Total Staff female	% of Female staff in senior roles (Band 8/9)
Central Manchester University Hospital Trust ²²	2013-14	12826	20%	4% (841)	79%	70% of 841
University of Manchester ²³	2014	11466	13%	6% (205) Staff 8% (787) Professors	45%	101 of 205 22% of 787
Greater Manchester Police ²⁴	2015	7565 ²⁵	6%	5.6% (179)	40%	Unknown
Manchester City Council ²⁶	2015	7476	18%**	9% (656)	64%	60% of 739

Table C (ii): Manchester organisational representations in ethnicity and gender.
Source: organisational websites

* This includes Council top band roles, Professors, Senior Staff grades at university, Chief Inspector or above.

** This figure takes into account the 6992 of the 7476 that declared their ethnicity.

*** These dates refer to dates stated in the latest monitoring data available

²² <http://www.cmft.nhs.uk/media/1168449/cmft%20wfp%202013-14.docx> 4th Sept (Accessed 18/12/2015)

²³ Manchester University (2014) Equality Data Report Available from <http://documents.manchester.ac.uk/display.aspx?DocID=19291> (Accessed 18/12/2015)

²⁴ Greater Manchester Police (2015) Quarterly HR Bulletin Available from [http://www.gmp.police.uk/live/Nhoodv3.nsf/WebAttachments/8A48AAAA2771C1880257E740047BDA8/\\$File/GMP%20workforce%20update%20-%20March%202015.pdf](http://www.gmp.police.uk/live/Nhoodv3.nsf/WebAttachments/8A48AAAA2771C1880257E740047BDA8/$File/GMP%20workforce%20update%20-%20March%202015.pdf) (Accessed 18/12/2015)

²⁵ Total staff number including PCSO’s, Officer’s and Specials is 12131

²⁶ Manchester City Council (2015) Equality Information 2014-2015 Available from http://www.manchester.gov.uk/downloads/download/5910/workforce_equality_profile (Accessed 18/12/2015)

BIRMINGHAM

Organisation	Date*** data Applies to	Total No of Staff	% of Total Staff who are BAME	% of BAME staff (from the total number of senior staff) in senior roles*	% of Total Staff female	% of Female staff (from the total number of senior staff) in senior roles*
University Hospitals Birmingham NHS Foundation Trust ²⁷	31/03/2015	8820 ²⁸	28%	No workforce data available on the website or via correspondence	72%	No workforce data available on the website or via correspondence
University of Birmingham ²⁹	2014	7081	18%	4% (137) staff not professors	52%	42% (unknown) staff 20% (unknown) professors
West Midlands Police ³⁰	2014-2015	11601	10%	6% (63)	41%	21% (63)
Birmingham City Council	13,000 ³¹ No workforce data available on the website or via correspondence					

Table C (iii): Birmingham organisational representations in ethnicity and gender.

Source: Organisational websites

BRISTOL

Organisation	Date* data Applies to	Total No of Staff	% of Total Staff who are BAME	% of BAME staff (from the total number of senior staff) in senior roles*	% of Total Staff female	% of Female staff (from the total number of senior staff) in senior roles*
Bristol NHS	No workforce data available on the website					

²⁷ University Hospitals Birmingham (2015) Monitoring Information Available from <http://www.uhb.nhs.uk/monitoring-information.htm#sta> (Accessed 18/12/2015)

²⁸ In the interview, it was stated they had 14,000 employees but the 8820 was detailed on the website.

²⁹ University of Birmingham (2014) Promoting Equality Celebrating Diversity Available from [http://www.birmingham.ac.uk/Documents/university/quality/Publication-of-Information-Report-2013-\(publish-Jan-2014\)-Jane-v4-FINAL.pdf](http://www.birmingham.ac.uk/Documents/university/quality/Publication-of-Information-Report-2013-(publish-Jan-2014)-Jane-v4-FINAL.pdf) (Accessed 18/12/2015)

^{30 30} West Midlands Police (2015) Equality, Diversity and Human Rights Information Available from http://jobs.west-midlands.police.uk/wp-content/uploads/2015/05/FINAL-56518-EDHR-2015_Layout-5.pdf (Accessed 18/12/2015)

³¹ In September 2015, it was announced that a further 6,000 jobs were to be lost over the next four years following the latest budget announcement. <http://www.birminghammail.co.uk/news/midlands-news/birmingham-city-council-jobs-bombshell-7781977> (Accessed 20.12.15)

University of West of England³²	Dec 2014	3658	7.6%	4.9% (82) Senior Staff 6.1% (114) Academic Top Grade	58%	41% (82) Senior Staff 38% (114) Academic Top Grade
Avon and Somerset Police (Officers)³³	2013-2014	5748	2.7%*	0% (23)**	42%	22.6% (31)**
Bristol City Council³⁴	1/6/2014	6212	9%	3% (228)	61%	62% (228)

Table C (iv): Bristol organisational representations in ethnicity and gender.

Source: organisational website

*Of 5200 declared

** Total senior roles not evenly declared between BME/Gender characteristics

***These dates refer to dates stated in the latest monitoring data available

The statistics from the desk research indicate the following:

- Police forces usually delivered services to a wider regional area compared to other public organisations which operated city wide, but this still meant they had a comparable number of employees with a similar set of diversity and representation problems at the senior level.
- Greater Manchester Police (GMP) has significantly less BAME staff compared to other cities
- Public sector bodies have been monitoring and recording information over a number of years via their HR teams and legal obligations. Conversely that data gathering has not necessarily translated into senior management teams that are reflective of its communities.
- Bristol's population had a lower percentage of BAME employees compared to Birmingham, but gender representation in all cities remains very much balanced near the halfway mark.
- Nearly all organisations have achieved better equality in gender representation at the senior level compared to BAME equivalence at the same level.

All these points will be addressed more fully in the analysis below

To summarise, it will be useful to examine whether the desk research findings will retain their validity when compared to the information that will emerge from the face-to-face interviews. The section below will attempt to better gauge how the law interfaces with the practical delivery, focusing on the senior management level and the choices made by cities and institutions. It will provide an opportunity to better

³² University of West of England (2014) Staffing compendium 2014 Available from <http://www1.uwe.ac.uk/aboutus/departmentsandservices/professionalservices/humanresources/uwestaffstatistics.aspx> (Accessed 18/12/2015)

³³ Avon and Somerset Police (2014) Equality Report 2014 Available from <https://www.avonandsomerset.police.uk/about-us/policies-and-procedures/equality-diversity/> (Accessed 18/12/2015)

³⁴ Bristol City Council (2014) Workforce diversity Statistics Available from https://www.bristol.gov.uk/documents/20182/33892/HRMI_BCC_WDS_30062014.pdf/390c0894-ddab-408d-ab7b-8f0c79c3403e (Accessed 18/12/2015)

explore how organisations were addressing equalities and whether there were any overlaps between how different organisations in cities were addressing the needs. It will explore if organisations in one city approached things similarly compared to another one.

RESULTS: INTERVIEW FINDINGS

The research findings have been informed by the answers provided by the twelve interviews undertaken by leaders from the four public sector organisations in the cities of Manchester, Birmingham and Bristol. Participants were asked eight interview questions (see Appendix A), which explored their understanding of equalities and representation within the context of senior leadership, strengths or gaps and insights into actions implemented by their organisations. It was only after the interviews had been completed that the decision to present the findings thematically was taken. Rather than presenting the findings comparatively city-by-city or organisation-by-organisation, it was decided that it would be presented in this way as this would enable a better picture of organisations and cities to emerge and where key points could be drawn. As no clear and definitive organisational or city conclusions could be drawn from the findings, presenting information in this way would also maintain participant anonymity that had been requested.

i) DEFINITIONS AND WHAT DO THEY MEAN?

Equality, diversity and representation

It's not just about role modelling;..it's about bringing our best thinking to the problems in front of us, drawing on the expertise of the different communities that work in the NHS or work in the library or work in local government.

External research shows that definitions and how language is used and employed within organisations is important. Before we try to understand what the problems around these topics are, it is important to understand how people describe words that are used on a regular basis when undertaking job roles. Language in this context can explain how managers understand concepts and aspirations and how leaders may describe its importance. For that reason, participants were asked what the terms “equality, diversity and representation” meant to them. Most people generally agreed that their organisations and senior management understood the importance of diversity and how fairness in the workplace needed to be present. Others pointed out there were still inequalities as *“(w)e see the glass ceiling starts to kick in with gender but also with ethnicity and ..age”* and if senior staff was composed predominantly of white, middle aged, men then it would be a homogenous, exclusive grouping. Organisations would then have leaders that were not inclusive, not benefitting from the richness of ideas from different people and it would erode the link between making equalities simply good business sense.

.. two aspects ... One around representation and ensuring there's a diverse representation of people within the management and I suppose diverse in the way that it reflects either the organisation or wider society.

(the)..core business case for Equality and Diversity within a large organisation, which is ensuring that everyone has equality of opportunity, that they're treated fairly, ...(but)that doesn't always mean, as some people imagine, that everyone gets equal treatment.

Unconscious bias

Another word used to describe diversity was the word bias. Over half of the participants mentioned unconscious bias³⁵ when they were asked to explain the steps their organisations were taking to bridge gaps. The word indicates an awareness of how people tend to reflect and recruit people who may sound and look similar to them and which may put those not belonging to that category at a disadvantage. Similar to the point in the section above about homogenous thinking, participants felt there could be a risk that people sought to recruit those who looked like themselves or thought in a similar way. The negative aspect would be that it would hamper the inclusion of new ideas and new ways of doing things. ***“But when you work in a society that is very white, male dominated there are times when you have to challenge those strong, white males. “...but there are lots of people, particularly at that level where you're paid at that level, you socialise in that level, won't be exposed to .. ”*** As a result, one organisation has now included bias as a training topic in their staff training and recruitment session so that it is understood and taken seriously.

Ability or representation?

Our.. board is made up of the best people with the best abilities, which means that it actually isn't diverse from that perspective... I really don't like tokenism... if they haven't got the ability to do the job then we do the organisation a disservice from that.

All participants understood the benefits of a diverse workforce being part of their business case and if their workforce reflected the communities they served it would help to avoid the organisation looking and feeling unrepresentative. When they were asked how gaps in senior leadership representation ought to be tackled, most people were very clear in highlighting that there had to be a meritocratic approach. Anything else may imply a suggestion of using an unfair recruitment tactic to fill certain gaps in categories such as the lack of women, BAME or disabled individuals, which would be unfair. A common feeling amongst participants was that addressing diversity disparities must not compromise capability and merit as only those with the right attributes should be able to rise to senior positions and that this pursuit in excellence must not be compromised.

When asked the question about organisational gaps within diversity and representation, mostly all agreed that their senior leadership was not diverse and that it was an issue of genuine concern that they were still unable to reflect this in 2015. Many people seemed to reflect a common response to (or fear of) effecting change in representation.

IV:Our gaps are that you will not see in our senior management lots of black and Asian faces.

I: Because?

³⁵ <http://som.yale.edu/getting-conscious-about-unconscious-bias>

IV:Because they're not there.

I:They're not there because ...?

IV:Because we employ on ability and when we advertise for certain roles, for certain jobs, predominately the people that are coming through are white every single time... Revisit us in a few years' time and let's see if that's working.

ii) WHAT'S IMPORTANT:REPRESENTATION OR LOOKING LIKE YOUR COMMUNITIES?

Gaps in representation were seen as problematic as organisations were not looking like their communities, and certain categories were more overrepresented than others. Both the desk and interview research (Table C) show that white males were prevalent in senior leadership positions but that gender has made good progress over the last thirty years when compared with the other eight equality characteristics. Most of the organisations pointed out that their senior management team were “*..not quite half (female). (..so) we're still at less than 50..*” which was a view echoed by one local council participant. The desk research and interviews do not reveal how this representation has occurred over the years.

Equality in gender representation provides an indication that change is occurring at the top according to those interviewed. A male, university participant explained that only when a huge network of female professors stood up alongside its female leadership, a shift in perception occurred. He explained that this visibility gave a powerful message of intent advocating a real organisational drive to start change. The University of Manchester showed their intent to change and address gaps worked better when they set measurable targets championed by the senior management team. They addressed gender imbalances in targeted sectors downwards to lectureship level, which reflects a really good example of target setting³⁶ to demonstrate an industry standard and externally validated benchmark.

At the moment we have about 21- 22% of our professors who are women, but we have around 45% who are (female) lecturers. So target balancing is a priority.

A senior, male police officer felt that focusing only on the gender characteristic could be construed as problematic as it showed a diversity commitment to only one category at the expense of others. He felt that with more (white) women in the senior command team a complacency to talk about race was still present “*therefore from diversity we're doing fantastically...when you talk about BAME, there's no conversation at all..*”.

A local authority participant felt gaps were more complex and represent organisational and city demographic challenges further compounded due to recruitment freezes arising from budget cuts. Their biggest problem was the lack of young people working in the organisation, and how it stopped the injection of new

³⁶ The Athena award recognizes advances in gender equality, representation and progress in higher education and research. <http://www.ecu.ac.uk/equality-charters/athena-swan/>

blood. Two local authorities indicated their concerns about the complete absence of young people being employed. One person said:

..genuinely we have less than 30 people under the age of 21 in our organisation. We have less than 400 people under the age of 25 ... Why haven't (we) got a huge bulge of 25 to 30-year-olds to reflect the fact that the city... soon half the city will be under 30? So that's our big deal. Why doesn't this organisation look like the age profile of the city? First and foremost, the..city .. is run by a bunch of old people.

iii) VISIBILITY AND DIVERSITY

Participants agreed that using the census statistics as a benchmark to measure against representation would show that organisations were not generally performing well. (See Table C(i)). More revealingly, as all organisations have to address the nine protected characteristics, the interviews appear to imply that it is only the **visible difference** of gender, BAME and disability, which currently drives organisational priorities. In the majority of cases only gender parity seems to be making the most significant progress at a senior management level. BAME and disability parity in senior posts (see Appendix B) continue being stubbornly present but in the context of leadership it is being discussed. One NHS participant felt that senior BAME gaps were of concern in their organisation but those interventions such as positive discrimination and positive action would not be considered, as that would be seen as being biased. He stated that his organisation were talking about diversity and certain characteristics *“..but less in terms of leadership. Leadership we're mainly focusing..on race and disability”*

while a police force stated that their priority was BAME

“but not to the detriment of ..other..characteristics” as they saw this gap from the prism of “historic disadvantage”

An example of good practice was provide by, the University of Manchester who were “downward measuring” their gender performance at both the professorial and lecturer level. That means they did not focus their attention just on senior management, as they wanted to ingrain representation across all sectors. This may suggest how academia may be looking beyond examining gender performance for just one category of teaching and was looking at performance across a wider spectrum of job roles. This may address the perception that there are more females lecturers than female professors.

iv) ORGANISATIONAL COMMITMENTS: LEGAL OBLIGATION OR THE FINANCIAL STICK?

Both the desk and interview based research indicate that all organisations are at different stages when it comes to delivering on their equalities duties. All organisations monitor and have a breakdown in staff figures relating to the nine equality characteristics as indicted in the tables above. Participants were clear that their organisations have taken the approach that they have based on a number of factors.

Firstly, all public sector organisations need to meet their legal obligations as an employer. This involves collating (often self-recorded) employee figures and to use the data to monitor people and performance figures, or to look at the latest census figures of wider communities to look at diversity related issues. West Midlands Police use this type of detailed information to monitor across its local policing units and incorporate quarterly updated data into its performance panel, which feeds into their strategic board decision-making process. A Bristol participant felt that its leadership used monitoring as a short-term minimal action route of only having a recording function. They felt it provided the comfort of having statistics on hand but it highlighted organisational inaction. He argued that senior management ownership had to occur.

We've been talking about monitoring since at least 2002...once you've got all this information and you demonstrate what everybody knows, that your senior leadership is quite bereft of black and minority ethnic faces, then you have to develop and deliver programmes to overcome that and we're lacking on that bit.... we're doing a lot of naval gazing.. There's been lots of research and a survey here and a survey there., but the really important thing is it goes to the next stage and say 'right, what are we going to do about it?' How are we going to close the gap?

A second perspective on what drives an organisation to monitor its commitment was the financial penalty occurring from non-compliance. A participant explained how their organisation lost a race discrimination case three years ago case, which cost them one million pounds and a drop in reputational prestige when they lost an appeal.

Most of our staff do not want to work in a racist organisation..they lost the appeal and they've always continued to dispute that...but...three years later,(the issue) still feels very live.

For this specific reason that organisation is currently focusing on race and disability leadership gaps with priority funding driving the pressure to address racial diversity. A different organisation pointed out that their organisation had to pay fifteen thousand pounds for a race review case and stated **"we were institutionally racist"** which made the individual question why their organisation still lacks any senior BAME staff beyond middle management even today combined with a lack of senior management will to change this.

A third perspective explaining organisational motivations is when an independent report commissioned by one company shed some light on institutional practices. A 2014 report called Snowy White Peaks³⁷ commissioned by the NHS showed that despite the passage of time³⁸ black and minority ethnic staff performed less favourably in their recruitment, promotion, and discipline and career progression. In 2015, the NHS introduced the Workforce Race Equality Standard, where every NHS

³⁷Kline, 2014

³⁸ In the wake of the Macpherson Inquiry (1998), the NHS launched the Race Equality Action Plan to address the absence of black and minority ethnic staff from senior positions

organisation now had to carry out a mandatory monitoring with measurable benchmarked outcomes. This looked at workforce, staff experience, board composition and prescribed certain recommendations.

Lastly, a minority of participants alluded to the fact that since the Budget cuts, job losses and recession, data was just collated but no longer actively reviewed nor fed into strategies and plans as it is ***“stretched in so many different directions.”***

One council employee felt that this tied in with

the absence of much verbal commitment to equality,... latent fear that everything could be taken away (from equalities). It could be rolled back..”

While more than half of the participants did not say budget cuts affected their equality and diversity approaches one police force made an admission that ***“We’ve got £10,000 to spend on diversity initiatives.. About three or four years..prior to that, I think we probably ‘divvied up’ about £70-80,000 on occasions”*** which was making them rethink the way they worked. This reflected a reality of cost and how some organisations no longer applied for external charter marks to validate their progress on equality and was now instead focused on targeted gaps around BAME diversity

It would be fair to say that while participants did not necessarily have a coherent set of explanations about why their organisations implemented a particular approach, all of them understood that representation at the top needed to change.

v) TRACKING AND MONITORING INTERNAL PROGRESS

Organisations seemed to be addressing diversity gaps using varied approaches that seemed to tie in with their own internal needs and requirements. At an organisational level NHS Birmingham’s equality team consists of just two individuals delivering on the Equality and Diversity agenda with no separate equalities unit. In comparison, Manchester and Birmingham City councils were the only two from the twelve participants who had a separate equalities and diversity unit with equalities staff attached to their organisation. The vast majority of organisations either had a team attached in the HR section, or had staff members with an equalities portfolio embedded with other non-equalities teams. This could be an acknowledgement that either whole teams could not be dedicated to monitoring or that equalities had to be incorporated within organisations as a whole and had to be everyone’s business.

One such example was internal staff network groups, which included senior management leadership involvement. West Midlands Police had eight staff support networks with a nominated Chief Office Executive member who participated with them around the current issues. Manchester City Council had eight elected members representing a particular equality characteristic. Another local authority recognised that some groups had more power of advocacy than another. Each of these worked differently within their organisations but they are often advocated based on characteristics such as BAME, disability, LGBT. (Appendix B)

Positive action was another word used when participants were asked about the steps their organisations were taking to address diversity gaps in their staff structures. The word itself means the targeted steps taken by an employer to encourage people with low participation from under-represented groups to apply for jobs. An example of one organisation actively using this route to fill specific staff shortage gaps is the West Midlands Police. In 2014, the force were recruiting for the first time in five years³⁹ following recent staff and budget cuts so a serious discussion by senior managers around how to target persistent organisational gaps in BAME groups would be implemented, *“but.. not to the detriment of any other protected characteristics”*. Senior police officers established the Positive Action team, which had a five year mandate, and it was tasked to additionally target young people and BAME communities at the recruitment stage as a result of persistent workforce gaps⁴⁰. Similar interventions were additionally made in the recruitment process despite the fact that there was some uneasiness. (It’s).. *“seen as a little bit kind of anti-white... so that was seen as very, very negative. We’ve learnt over the last three years to counter that with much more positive messages around that, again, both internally and externally “*

The desk research additionally revealed that most police forces across the UK seem to be adopting positive action as a policy approach as noted on their websites. The national College of Policing⁴¹ organisation was taking a lead role in providing them with guidance and strategy on this, which indicted a national policing shift. When a local authority participant was asked if they would use this approach, their emphatic response was that senior elected councillors would never agree to this. It may indicate that similar public organisations such as the police force in this case may take a more national approach to addressing persistent gaps. It may, perhaps, not be possible to be deployed by other public sectors either due to political factors or not being seen as a suitable alternative.

vi) ORGANISATIONAL GAPS AND VISION

Participants were then asked what their organisations should be doing more or less of when addressing the issue of senior management representation within their organisations.

So we need to look like an organisation that’s not exclusive of certain people. Then secondly, I think we do need policies and procedures and practices, all that kind of stuff...

While some participants felt that good steps were being taken in terms of how gender diversity was being reflected at their senior management level, alongside senior LGBT leaders, some people felt the measures on the whole lacked sustainability based on a leadership vision. One person stated that equalities and

³⁹ <http://jobs.west-midlands.police.uk/pc-recruitment/positive-action/>

⁴⁰ In 2015, there were 941 applications from members of BAME communities from a total of 4,186 but there were 977 from fewer applications overall of 3,202 which is a 22% jump to more than 30 % <http://www.west-midlands.police.uk/latest-news/news2.aspx?id=3062>

⁴¹ Positive action is about creating a level playing field to enable people to compete on equal terms. It describes a range of measures which aim to eliminate unlawful discrimination and promote equality of opportunity. <http://www.college.police.uk/What-we-do/Development/Promotion/Pages/Positive-Action.aspx>

representation almost feels like an inherited problem that lacks vision, admittedly one that contains potential for the future, but only if organisational champions were better aligned to a similar vision.

One local authority participant observed,

none of their (leaders) work plan is based around gaps. Their work plan is based around what they want to do to move forwards, they want to celebrate certain aspects,.. we tend not to have discussions about how there's just a wholesale gap that simply isn't being picked up at all.

Another representative in Bristol felt that while leaders wanted to do something about the issues, they did not know how to articulate a vision that was wrapped in the organisational business case. There was almost a feeling that as the issue was seen as a problem; that is one of monitoring, reporting and challenging behaviour's and that the right type of question not being asked due to the lack of strategy and vision. A senior local authority leader stated

God, we really need to do more and I'm not quite sure what 'more' is at this point'. We will get there but it just feels that we haven't got an action plan. We haven't got a way forward. I'm pretty sure I know there are issues, but I haven't got resolution around that.

CONCLUSIONS

I think people like equality if it doesn't affect the status quo, but if you're actually asking, if you need to affect the status quo, then people start to get threatened.

December 2015 marks the 50th anniversary of the passing of Britain's first ever Race Relations Act. Parliament passed legislation outlawing discrimination on the grounds of 'colour, race, or ethnic, or national origins' in public places.' Whilst there have been many positive achievements in that time, systematic gaps around equality, diversity and visible representation in our public institutions remain today. This is evidenced by the research undertaken in three of our core cities and in four of our core public institutions.

The majority of the twelve organisations and their senior leaders value and agree that diversity and representation is a core business principle. While there are nine protected characteristics addressed by public organisations, gender is the only notable feature to reflect the best level of equality and representation within senior leadership positions. This may be because government legislation over the years has targeted gender as part of its earliest equalities approach, combined with the fact that women generally now form nearly half of the workforce – if not more⁴².

It seems that the increase in senior female leadership numbers displays a positive, patient approach over the years as organisations translate government legislation into practical measures. The University of Manchester seem to have gone further on their diversity initiatives by “downward measuring” of female professors and lecturers within their organisation. This means that they are building on senior gender leadership initiatives by filtering and setting gender targets downwards at professor and now lecturer level by having a target figure. This type of directed initiatives, which aims to grow leadership, is a good example of long term sustainability.

Race seems to have had a different impact, and perhaps even a different set of consequences for most organisations. Interview responses suggest that almost all the organisations had poor racial diversity represented at the senior levels. While most participants rightfully felt meritocracy was the only way to attain fair representation, some organisations seem to have been forced to act around diversity gaps. Most police forces (not just the ones interviewed), for example, have embraced positive action specifically around race as part of addressing their BAME recruitment problem. This is due to persistent equality gaps and continued budget cuts affecting their recruitment cycles, which will not be addressed if current recruitment approaches do not change. Other organisations have had to act on pushing for racial equalities because of lost court cases, which have carried huge financial ramifications.

⁴² Table C

Equally, more than half of the responses around disability seem to point to similar difficulties when it comes to representation. Numerous attempts to tackle it have been made but it seems that participants in both the NHS and the local authorities seem to agree that they need to *“tackle it (disability) after we get the race thing right”*. The question of needing to do something systematically different will need to be seriously thought through by senior leadership if current approaches are not working.

Other observations are that organisations seem to have been more absorbed with monitoring numbers and fulfilling legislative requirements (some even having separate equalities units in two local authorities) rather than taking more bold steps to address gaps around the characteristics. Even the communication about goals and objectives on tackling gaps remain vague, both internally in their organisations and externally⁴³ to their wider base. What seems clear is that equality approaches do not seem to treat all nine characteristics as identical but seem to be approached from the prism of visibility. The higher the visibility of the difference (and the number of people) the better the chance of it being targeted by an organisation. Therefore, gender, BAME, and disability characteristics seem to be the bigger priorities in almost all organisations (Appendix B) with a number of ongoing initiatives encountering varying degrees of success.

This needs to change as the message of intent, of recruiting the best, of reflecting the communities they serve needs to be heard in a practical way. This is so that diversity does not just seem to be addressing the easier aspects of visible gender representation but delivering the harder aspects of better BAME and disability visibility. Many of our bigger cities are already changing in appearances as they become minority-majority⁴⁴ cities and so organisations need to make that leap borne out of a genuine desire to represent at the top rather than the fear from being financially penalised.

To conclude, delivering on equalities, diversity and representation is absolutely the right thing to do and it does matter. Most people would agree that creating equalities is not a static process. There are many good things happening in various organisations and this information is only limited to what was shared by participants in the interviews. Each organisation faces a different set of challenges based on their local dynamics, political pressures and organisational changes that are occurring. Despite senior level support and championing there remains a strong feeling that organisations still have a long way to go to effect change at the top of every organisation. Programmes need to be better embedded and monitoring information needs to be used in a way that informs and targets every aspect of the organisations so that diversity, equality and representation is a living reality.

⁴³ This includes trying to access coherent, updated information on organisation websites. For the desk research we found information to be disjointed, hard to locate and sometimes confusing.

⁴⁴ <http://www.independent.co.uk/news/uk/this-britain/leicester-to-be-first-city-where-white-people-are-minority-401968.html> (Accessed 24.12)

RECOMMENDATIONS - THE FOUR BOLD PROPOSALS

This section includes a range of recommendations obtained from the desk research and practical suggestions made by interview participants. Others are more aspirational and are suggestions based on my personal observation and desk research. Neither are intended to be exhaustive or prescriptive.

Proposal 1: Have a bold vision

The real surprise around equalities, diversity and representation in this study, is that aside from meeting legal monitoring requirements, data collation and a commitment to the nine equalities characteristics there is an absence of bold vision emanating sense of tiredness is apparent in meeting obligations and initiatives, while boldness seems to have stalled. There seems to be a shortage of competitiveness between cities and their organisations need to translate representation and diversity into an exciting business asset shored by a moral imperative to do the right thing. In fact, the recession and the impact of the financial squeeze could provide the perfect time and conditions to stop procrastinating and to actively lead equalities beyond specific achievements.

Recommendations include:

- ✓ Senior leadership to articulate a clear direction and vision around equalities, diversity and representation that feeds into a five year plan
- ✓ Senior leadership and middle management to articulate clear organisational targets to all members of staff. This would enable a “trickling down” of clear objectives within all parts of the organisation and to create a “golden thread” around equalities that runs and weaves across all part of its business structures.

Proposal 2: Set three, long-term organisational targets with regular staff training

Broadly speaking, gender representation at the senior level has achieved a really good level of success. With women forming over half of the population and attitudes reflecting the need to incorporate this difference, organisations should set medium term goals to target three further characteristics; characteristics that go beyond visible difference that are tied with specific organisational targets. This could mean appointing senior managers that were from a younger demographic or targeted recruitment of people from BAME groups and disability groups, or better workplace championing and adjustment to mothers working part-time in leadership posts.

Senior management could be part of this vocal proposition to tie the business case with a vision that proactively commits organisational change over ten years. This would require leadership involvement that would clarify mid management participation, and agreed deliverables.

Additionally, refreshed training that moves beyond teaching the legal duties and general awareness training could tie in elements such unconscious bias, strategies, and organisational benefits of a diverse workforce. This could be in the form of refreshed compulsory, annual online training to cut down on costs.

Recommendations include:

- ✓ To re-set the business case around equalities going beyond monitoring to focus upon organisational representation and future leadership in the city
- ✓ Establish three further characteristics that the organisation with specific targets to avoid a general but superficial commitment to every aspect of equalities
- ✓ Ensure staff training is relevant, appropriate and reflects more than needing to meet legal duties. Make clear that new topics such as unconscious bias are added to staff training, particularly for those involved in recruitment

Proposal 3: Looking beyond the organisation to collaborate with other city organisations

Instead of some organisations narrowly interpreting the topic as the monitoring and meeting of legal commitments, cities and their organisations could come together to better focus on targeted priorities over a period of time rather than trying to address all characteristics more superficially.

Separate organisational equalities units, which seem redundant in modern organisations should be mainstreamed into organisational business. Additionally, cities and their organisations have a multitude of staff groups, who seem to have differing levels of success and impact. Some seem unsure of the specific challenges they need to focus on, and they may benefit from being more strategically aligned.

A potential initiative such as exploring the citywide Bristol BME Voice⁴⁵ and the national college of policing's plan on positive action⁴⁶ can be used as templates for coordinated and specific action. Whilst these plans contain their own gaps and lack external evaluations, cities could use them as baselines to determine citywide gaps and priorities more collaboratively. The strategy could consult with employees, partners, and citizens – particularly their young citizens - to create a practical, measurable framework.

Recommendations include:

- ✓ Talk and practically collaborate citywide with other public sector organisations so that the approach to equalities moves beyond any one organisation and organisational boundaries. This could refresh and reframe ideas on addressing persistent diversity gaps.
- ✓ Make better use of existing staff networks to consolidate and build on how they can collaborate with the organisation on specific, targeted work.

Proposal 4: Collect and share data that informs with purpose and transparency in mind

Organisations could use the data that they collect more proactively, to drive change and push forward leadership commitments around this topic. For this to happen, data has to be collected for a purpose. Senior management could be held more accountable around what they are delivering in order to drive change around issues

⁴⁵ <http://www.bristolbmevoice.org.uk/wp-content/uploads/2014/07/Manifesto-for-Race-Equality-9March2015b-Appendixnew.pdf>

⁴⁶ <http://www.college.police.uk/What-we-do/Learning/Curriculum/Leadership/Pages/Releasing-Potential.aspx>

of representation. External organisations from the private, third and social enterprise sector could be brought into this, to help shape and scrutinise roles, with a clear brief.

Better and more clear, up-to-date presentation of data and statistics on organisational websites (not just relating to census related information about the city) could be available online to open up accountability. Information should also be easily visible and accessible. This could include information about annual targets set by leaders, the name of the champion lead and year on year progress targets.

Recommendations include:

- ✓ Explore how current data can be used positively within an organisation with the purpose of informing, and to see how it could be utilised and shared better
- ✓ Taking risks and making mistakes⁴⁷ in trying different equalities approaches to find and create “solutions with purpose” should be organisationally rewarded and encouraged
- ✓ Senior leadership could encourage staff to take a positive risk by collaborating with local, third and social enterprise sectors to create solutions. This empowered partnership would be framed in the context of exploring ideas and addressing gaps. An example of such an organisation is the Birmingham “Spaghetti Jam”⁴⁸
- ✓ Ensure organisational websites better communicate organisational information and leadership targets around equalities.

⁴⁷ More Companies Rewarding Failure. :A growing number of companies are explicitly rewarding failure - giving cash prizes or trophies to people who foul up. <http://www.wsj.com/video/more-companies-rewarding-failure/751AC43B-98EE-4261-A2F7-045DDB76A44D.html> (accessed 24.12.15)

⁴⁸ This organisation uses a design process over a 48 hour period to bring key stakeholders together to create a service, explore ideas or a new initiative <http://www.spaghetijams.co.uk/what-is-a-jam/>

Further reading

- BBC: annual Equality Information Report is published in July each year in response to obligations in the Royal Charter and under the law. It is the final report in the series aligned to the *Everyone Has a Story (2011-2015)* strategy.
<http://www.bbc.co.uk/diversity/strategy/equalityreport2015>
- Kline, R. (2014) The “snowy white peaks” of the NHS: a survey of discrimination in governance and leadership and the potential impact on patient care in London and England **http://www.mdx.ac.uk/_data/assets/pdf_file/0012/59799/The-snowy-white-peaks-of-the-NHS.pdf.pdf**
- Arts Council England (Dec, 2015) Equality, Diversity and the Creative Case – A data report 2012-2015. **<http://www.artscouncil.org.uk/news/arts-council-news/diversity-arts-and-culture-report-published-new-in/#sthash.6qIhJOWw.dpuf>**
- Ernst and Young: The National Equality Standard is a groundbreaking initiative developed for business, by business, which sets clear equality, diversity and inclusion (EDI) criteria against which companies will be assessed. The National Equality Standard (NES) is a developmental diagnostic, which consists of seven core standards and a comprehensive set of good practice competencies.
<http://www.ey.com/UK/en/Home/National-Equality-Standard>
It encourages organisations to set measurable aspirations, to identify success criteria to effectively evaluate EDI activity and measure progress and impact. The competencies are aligned to three key principles:
 - i) Visioning and planning
 - ii) Developing and implementing
 - iii) Sustaining and improving

Appendix A

A: Interview Questions/Discussion Points:

1. What is your name, job title and role; how do you fit into the organisation structure?
2. How did you get to be where you are?
3. Thinking about diversity and representation, what are the most important things to you? What does it mean to you today?
4. How is diversity and representation currently being reflected as a live topic in your organisation? As in how is it discussed in meetings, monitored, prioritised? Is it stronger in some parts of the organisation than others? Why is that?

Organisational gaps

5. How do you feel your organisation is currently doing on these issues? Are there some things you're doing well/and some not so well. Anything you'd like to change about how your organisation engages with this?
6. Do you feel it's a priority issue for your senior leaders? Do you have any positive or negative practical examples?
7. Do your stakeholders ever comment on diversity issues within your organisation/how your organisation deals with diversity and representation? If so, can you give me an example whether positive or negative?
8. Looking more broadly are any another challenges with regard to diversity and representation or opportunities coming up in the next 5 years? For your organisation? For public sector orgs in general?

Appendix B: Three cities and their four organisations

***Items identified as not known or not indicated is due to information not being known as they were not discussed nor asked during interviews. The purpose of the section is to identify the variety of initiatives, organisational priorities occurring and to provide a flavour of what's happening across sectors. City names have been omitted on purpose to maintain anonymity.**

Organisation: 1: NHS
Equality and Diversity team? <ul style="list-style-type: none">• No specific Equality and Diversity officers.• Just two staff members in the team who work across the organisation as they feel that Equality and Diversity should be embedded across teams.
Equality and Diversity priorities <ul style="list-style-type: none">• Disability recognised as an important issue and currently organisationally resourced
Key issues: Not known
Current Staff groups Not indicated
Equalities Awards: Not known

Organisation: 2: NHS

Equality and Diversity team?
Equality and Diversity priorities: <ul style="list-style-type: none"> • Previously focused on race equality but were now looking at all strands of equality and diversity. Racial diversity was recognised as a priority, as well as gender. They currently have a workforce race equality standard, which is receiving central funding from the NHS. • Sexual orientation will be the next big diversity push.
Key issues: <ul style="list-style-type: none"> • Diversity is talked about in the organisation but not in terms of leadership diversity.
Current Staff groups: Not indicated
Awards: Not known

Organisation: 3 NHS
Equality and Diversity team? No.
Equality and Diversity priorities: <ul style="list-style-type: none"> • No BAME nurses in Leadership. • Recently created an Accessibility Board with a very senior leader chairing the groups alongside an involvement of the Executive and Board.
Key issues: <ul style="list-style-type: none"> • Gender representation should be more balanced as some sectors were 80% female but other areas fared better • 49% of Medical and Dental staff are from minority ethnic communities but this is not represented in their senior leadership team. • Recently launched a BAME professional nurses forum. • Accessibility is another key issue as flagged by a recent legal case
Current Staff groups: Not known
Awards: Not known

Organisation: 1: University
Equality and Diversity team? Team of six individuals work on the equalities agenda. Based in the HR directorate and part of the senior management team with a link to the Pro vice chancellor.
Equality and Diversity priorities: <ul style="list-style-type: none"> • Gender and ethnicity with the latter specifically targeting senior positions • KPI's attached to the above two priorities with a push to increasing representation at the senior level especially due to underrepresentation.
Key issues: <ul style="list-style-type: none"> • Established targets for their professional staff and mainly to increase BAME representation though females are represented at nearly 50% at the senior level. • There is an annual performance review on Equality and Diversity where equality data is scrutinised. They also examine current staff profile as well and how that looks and how it's changed. • A staff survey is completed every 2 years which addresses Equality and Diversity issues • They compare their equalities performance with other Russell Universities and (non academic) regional partners
Current Staff groups: LGBT network group, BAME network, Professors Groups (women) Women Lecturers group

<p>Awards: Athena Swan (gender), Stonewall (LGBT), Aurora (mid management women’s progression into senior management), Human Resource Excellence Two Ticks (disability)</p>

<p>Organisation: 2: University</p>
<p>Equality and Diversity team? Two HR Equality and Diversity staff. University wide steering group for Equality and Diversity representatives across the departments.</p>
<p>Equality and Diversity priorities: Gender and BAME.</p>
<p>Key issues: Not known</p>
<p>Current Staff groups Not known</p>
<p>Awards Athena Swan (gender), Stonewall (LGBT), Aurora (mid management women’s progression into senior management) Two Ticks (disability)</p>

<p>Organisation: 3:University</p>
<p>Equality and Diversity team? : Part of the HR team, which interfaces with the Student union.</p>
<p>Equality and Diversity priorities.</p> <ul style="list-style-type: none"> • Staff census carried out. • Long-term targets for disabled people, BAME people and women in top 5% of earners by 2020. They have a requirement for gender diversity on interview panels (not others). • Equality and Diversity have a regular 12-month audit.
<p>Key issues: Not known</p>
<p>Current Staff groups: 13 staff networks such as Women’s Forum, BAME Forum, New Parents Group, LGBT Forum, All Faiths and None, Non-Permanent Staff Network, UWE Staff Network, Disabled Staff Network, Christian Staff Network, Mental wellbeing and Young staff network</p>
<p>Awards: Two Ticks (disability). Part of the Time to Change Initiative, which is about building awareness and taking away the stigma on mental health.]. Featured in the Top 100 Employer’s Index (for LGBT communities)</p>

<p>Organisation: 1:Local Authority</p>
<p>Equality and Diversity team? There is an Equality and community cohesion team, which focuses on community cohesion and is externally facing.</p>
<p>Equality and Diversity priorities:</p> <ul style="list-style-type: none"> • Gender • BAME
<p>Key issues:</p> <ul style="list-style-type: none"> • BAME and Youth: There are no senior BAME appointed staff in their decision-making positions. • Gender: Under 50% female workforce • Youth: Under 5% (approx.) employees are aged 16 to 24 which is not reflective of its city demographics • Budget cuts
<p>Current Staff groups</p> <ul style="list-style-type: none"> • Four staff-led, self organised groups. 1. Young people 2. BAME staff 3. Disabled staff. 4.LGBT staff. Chairs of the groups being mentored by somebody from the senior leadership team
<p>Awards Women’s commission</p>

Organisation: 2:Local Authority
Equality and Diversity team? : Yes. They have an Equalities unit based in the HR department but they will be shifting this unit to the corporate team.
Equality and Diversity priorities: Ethnicity, faith and gender specifically
Key issues: <ul style="list-style-type: none"> Youth: Less than 3% (approx.) of employees are under the age of 25 years old which is not reflective of its city demographics Budget cuts
Current Staff groups Three staff-led, self organised groups: Black worker's network, LGBT network, disability network
Awards: Not known

Organisation: 3:Local Authority
Equality and Diversity team? Yes. They have an Equalities team which sits in the corporate team. Elected members represent a particular equality characteristic. The Equality champions groups is chaired by a senior strategic director
Equality and Diversity priorities Race and disability
Key issues: <ul style="list-style-type: none"> Equality Budget cuts
Current Staff groups race and disability groups
Awards Stonewall workplace equality

Organisation: 1: Police
Equality and Diversity team?
Equality and Diversity priorities: The senior management teams have all agreed to mentor someone from representative groups.
Key issues: <ul style="list-style-type: none"> No high ranking BAME officers. Gender parity is very good at senior levels Budget cuts
Current Staff groups Black police officers association (BAPA). Lots of network groups (not indicated which ones)
Awards Not known

Organisation: 2: Police
Equality and Diversity team? <ul style="list-style-type: none"> Only one staff member but a new 5-year strategy is being followed to address BAME gaps, which is being led by senior management team. All Chief Officers have a responsibility for particular areas, covering gender, LGBT, BAME amongst others and they liaise with employee networks.
Equality and Diversity priorities: BAME, gender and LGBT. There is a Performance Portal, which sits behind objectives and updated quarterly and reports to the strategic Board.
Key issues: <ul style="list-style-type: none"> No high ranking BAME officers. Gender parity is very good at senior levels Budget cuts

Current Staff groups: Eight staff support networks with a nominated Chief Office Executive member
Awards They benchmark against other police organisations due to cost of awards like Stonewall, which makes it prohibitive to apply as they no longer have the finance to apply and constantly update.

Organisation: 3: Police
Equality and Diversity team? Yes.
Equality and Diversity priorities BAME recruitment
Key issues: <ul style="list-style-type: none"> • Need a long term approach to recruitment and to fill staff gaps. • Budget cuts
Current Staff groups Self supported and self led black officers group, Asian officers group, gay officers group, Muslim group, Christian group and women’s group. No senior representation
Awards Not known

