



Report to Policy Committee

Lucy Heyes, strategic delivery adviser,
strategic support services

Tel: 0114 205 2802

Report of: James Henderson, Director of Policy and Democratic Engagement.

Report to: Strategy and Resources Committee

Date of Decision: 13 December 2023

Subject: Race equality in our Council

Type of Equality Impact Assessment (EIA) undertaken	Initial <input type="checkbox"/>	Full <input checked="" type="checkbox"/>
Insert EIA reference number and attach EIA: 2469		
Has appropriate consultation/engagement taken place?	Yes <input checked="" type="checkbox"/>	No <input type="checkbox"/>
Has a Climate Impact Assessment (CIA) been undertaken?	Yes <input checked="" type="checkbox"/>	No <input type="checkbox"/>
Does the report contain confidential or exempt information?	Yes <input type="checkbox"/>	No <input checked="" type="checkbox"/>

Purpose of Report:

For approval by Strategy and Resources Committee, this report provides the Council with a holistic, future-facing approach to race equality. Building on the progress already made, it sets out in part 1 what we stand for as a Council and in part 2 where we are as an organisation, including on the 7 qualities the Race Equality Commission (REC) said an anti-racist organisation would have in place as a minimum. Part 3 sets out the action we will now take, illustrated with work which has already taken place. This report responds to feedback encouraging the Council to take ownership, implement action with more pace and make clear what race equality means to us as an organisation and what our approach will be.

The REC published its final report on 14 July 2022. Commissioned by elected members, chaired by Professor Emeritus Kevin Hylton and supported by 24 commissioners, the REC gave Sheffield an account of race equality in the city and a set of recommendations for areas requiring improvement.

Sheffield City Council made the promise set out in the REC report and in doing so agreed to implement the recommendations which were relevant to the Council, become an anti-racist organisation and facilitate the formation of a legacy body. The Council responded to the REC in December 2022, bringing to this Committee an action plan to address the recommendations. In August, this Committee reviewed progress and committed to go further, faster.

Recommendations:

We recommend that Strategy and Resources Committee:

- adopt part 1 (pages 4-5) of this report and support and challenge officers, partners and each other, in a spirit of joint endeavour and kindness, so that everyone aligns what they do and how they do it against shared statements of intent.
- through this report, and in individual letters of thanks, formally acknowledge the Race Equality Commission, its independent Chair and its 24 commissioners, including Council staff members who took on commissioner roles alongside their work, and those who supported them (paragraphs 22-24).
- note part 2 of this report (pages 6-14) which sets out data on race in our city and our progress against the 7 qualities the REC said an anti-racist organisation would have in place as a minimum.
- agree the actions in part 3 (pages 15-29) and champion this report's aims across the Council's policy committees, and across the breadth of the Council's committee system, and ask the Governance Committee to support the implementation of this approach.
- agree that elected members on key committees will be the first tranche to undertake an Equality, Diversity and Inclusion (EDI) level 2 equivalent certificate (paragraph 35e);
- agree the accountability roles and responsibilities (paragraphs 43-44);
- note the substantial, positive work of the legacy body task and finish group and extend gratitude to its chair, members and those who have supported its work (paragraphs 45-48).
- approve the Council budget of £100,000 over four years, earmarked in the 2024/25 Business Planning to fund internal spend on the Council's external contribution to work around the Race Equality Partnership for Sheffield (paragraphs 49-52).

Background Papers:

[Race Equality Commission report](#), 14 July 2023

[Council response to the Race Equality Commission report](#), 5 December 2022

[Equality awareness days report](#), 19 April 2023

[Update on Sheffield City Council's response to the Race Equality Commission](#), 2 August 2023

Lead Officer to complete:-

1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed.	Finance: Liz Gough, Head of Service: Finance & Commercial Business Partnering
		Legal: Nadine Wynter, Legal Service Manager & Richard Marik, Legal Services
		Equalities & Consultation: Adele Robinson, equalities and engagement manager
		Climate: Considered within service
	<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>	
2	SLB member who approved submission:	James Henderson, Director of Policy and Democratic Engagement
3	Committee Chair consulted:	Councillor Tom Hunt, Leader of the Council
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Committee by the SLB member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.	
	Lead Officer Name: Lucy Heyes	Job Title: Strategic delivery adviser, strategic support services
	Date: 13 December 2023	

Race equality in our Council

PROPOSAL

1. The Race Equality Commission (REC) set out recommendations to Sheffield as a city, and organisations including the Council. We have taken significant steps through service specific action plans and organisation wide activity including: the actions set out in the report to this Committee in August, supporting the work to establish the legacy body and the activity included in this report in the table in part 2 and used to illustrate part 3. This report builds on that to provide the Council with a holistic, future facing approach on race equality.
2. Part 1 of this report responds to feedback from residents and stakeholders encouraging the Council to show leadership, take ownership and implement action with more pace. It asks this Committee to agree what we stand for as a Council in relation to race equality.
3. Part 2 sets out data showing how Sheffield has developed over the last 30 years, the demographics of the Council as an employer and the progress the Council has made towards the seven qualities the REC set out as a minimum for an anti-racist organisation.
4. Part 3 gives over 30 specific actions the Council will take next to improve race equality, illustrated with current work. This gives a multifaceted approach across the themes of learning, development and awareness raising, consistent standards and practice, accountability, engagement and leadership. This report's recommendations and these actions are summarised in the table at annex A.
5. This report represents the next stepping stone on a long-term journey towards race equality. It sits within the context of the [Council Plan](#) and equality framework. Supporting them to ensure that race equality runs through everything we do.

Part 1: People are at the heart of what we do. Council Leader's foreword: what we stand for

6. Achieving race equality for our Council and city is important and aligns with the Leader's role in promoting standards of conduct, including inclusion. Stakeholders have asked us to demonstrate leadership and ownership of what we stand for on race equality. These short statements, also endorsed by the Chief Executive, are our unequivocal position statement against which we can be held to account.

Action: this Committee should adopt these statements and support and challenge officers, partners and each other, in a spirit of joint endeavour and kindness, so that everyone aligns what they do and how they do it against shared statements of intent.

7. Adopting these statements will show that we are committed to becoming anti-racist, as a city leader, service provider and as an employer. These statements are complemented by the specific actions we will take, which are set out in part 3.
8. This is what we stand for:

We stand for representing our great city in all its diversity.

We are on our way to becoming an anti-racist organisation and the Council is supporting Sheffield to become an anti-racist city.

As elected members, we have a unique position in the city and a lot of potential influence as people notice what we do. To become anti-racist, we'll use this position to work with officers and other city leaders on a shared mission, eradicating barriers and connecting people.

Improving equality will help us improve health and drive prosperity so everyone can achieve their potential.

We stand for inclusive, customer-centred services that work for everyone who uses them.

The point of the Council is to meet the needs of current and future residents. This means understanding our city and its residents – who they are, where they live and what is important to them – from many, overlapping angles.

Doing this will mean we make the most of being a diverse and inclusive city, including by listening openly where residents and reports tell us things need to change.

If we do this, we can provide and contract the services which better meet needs and really make a difference to people.

We stand for a safe, inclusive and welcoming workplace where people of every race, ethnicity, culture and background feel they belong, and race equality is everybody's business.

We want to be an organisation that people aspire to work for. An organisation with people at its heart, where officers and politicians feel welcome, treated fairly and given what they need to succeed and deliver for Sheffield.

That means celebrating achievement, dealing with concerns and having the confidence to challenge and take action where things aren't right, so that everyone feels confident to bring their full selves to work.

If we get this right, we'll have a more representative, happier organisation where together we solve problems and get better results.

Part 2: Openness and honesty are important to us. Our Council and progress to becoming anti-racist

9. The first part of this section lays out data about the make up of Sheffield and of our organisation. The second part summarises in a table our progress against the seven qualities the Race Equality Commission (REC) said an anti-racist organisation would have.

A – What does the data tell us about Sheffield and the City Council?

Our city

10. Over the last 30 years, Sheffield has become a more diverse city and the make up of our school-aged population shows this will continue.
11. The census categories have changed at every census, so the groups can't be compared directly. But overall trends show that the percentage of the population made up of the group likely to contain those who identify as White British, has shrunk. The group containing those who would likely identify as Pakistani has remained the second largest group and increased in percentage and number. The group called Other White has been the third largest group and has also grown. All other groups making up more than 1% of the Sheffield population have all maintained or increased their percentage of the Sheffield population since 1991. (See annex B for full data.)

1991 census		2001 census		2011 census		2021 census	
White	94.98%	White British	89.2%	White British	80.8 %	White: English, Welsh, Scottish, Northern Irish or British	74.5%
Pakistani	1.77%	Asian/ Asian British: Pakistani	3.1%	Asian/Asian British: Pakistani	4%	Asian, Asian British or Asian Welsh: Pakistani	5%
Black Caribbean	1%	White Other	1.4%	White: Other White	2.3%	White: Other White	3.6%
		Black/ Black British: Black Caribbean	1%	Black/ African/ Caribbean/ Black British: African	2.1%	Black, Black British, Black Welsh, Caribbean or African: African	3.3%
				Other Ethnic Group: Arab	1.5%	Other Ethnic Group: Arab	1.6%
				Asian/Asian British: Chinese	1.3%	Other Ethnic Group: Any Other Ethnic Group	1.5%
				Asian/Asian British: Indian	1.1%	Mixed or Multiple Ethnic Groups: White and Black Caribbean	1.4%
				Asian/Asian British: Other Asian	1%	Asian, Asian British or Asian Welsh: Other Asian	1.3%
				Black/ African/ Caribbean/ Black British: Caribbean	1%	Asian, Asian British or Asian Welsh: Chinese	1.3%

						Asian, Asian British or Asian Welsh: Indian	1.2%
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Table 1: Census ethnicity data for groups making up more than 1% of the Sheffield population in 1991, 2001, 2011, 2021

12. While the Sheffield working age population is broadly in line with the overall census, there is much less diversity in the over-65 group. The 2021 census shows that in Sheffield 93.1% of the over-65 population was from a White British Background, 1.6% from a Pakistani background and all other groups in this age group each made up less than 1% (annex C).
13. In contrast, [national pupil data](#) shows that in Sheffield in 2022-23, 58.3% of the school age population in Sheffield was White British, with the next largest groups by pupil characteristic category being: 7.8% Pakistani, 6.2% Black African, 4% Any Other Ethnic Group, 3.8% Any Other White Background, 2.7% White and Black Caribbean, 2.5% Any Other Asian background (with all other groups each making up less than 2.5% of the school aged population).

Our workforce

14. While a diverse workforce doesn't guarantee being an inclusive organisation, and having an inclusive organisation doesn't guarantee workforce diversity, focusing on this is important. Research shows that having a diverse workforce and prioritising diversity is important in attracting new employees. Diverse and inclusive organisations are more likely to be innovative by bringing together diverse groups and benefiting from their experience and perspectives.
15. Sheffield City Council currently employs 8,245 people. The data in this workforce section cannot be directly compared to the census data above. This is because the data is drawn from different time periods, the categories don't correspond directly and because the census data removes the 'prefer not to say' or 'unknown' groups and draws its overall percentages without factoring in these people. For the purposes of this report, it is important to be able to see how many people within our organisation have not shared their ethnicity data. So these groups are included in figure 1.

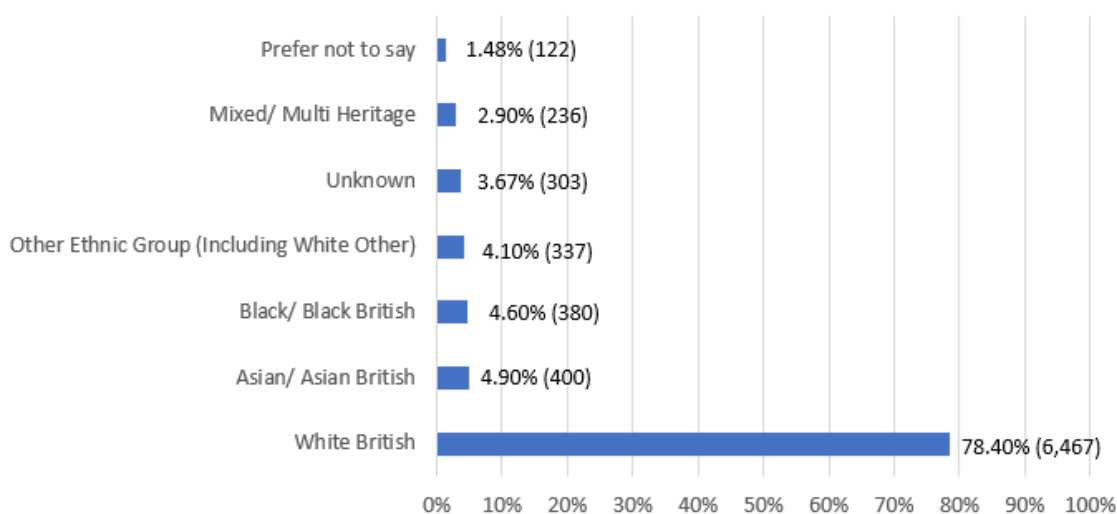


Figure 1: Sheffield City Council workforce ethnicity data 2022-23.

16. Over time, the Council’s amalgamated data shows a general increase year-on-year of staff from Black, Asian and Minoritised Ethnic, including White non-British, backgrounds. The all-staff percentage for these groups has increased over the last six years, from 14.5% in 2017/18 to 17.3% in 2022/23.
17. When split by grade, the percentage is larger for the 93.5% (7,709) roles at grades 1-9, slightly lower for the 5.4% (445) roles at grades 10-11 and lower for the 1.1% (83) roles at chief officer grades.

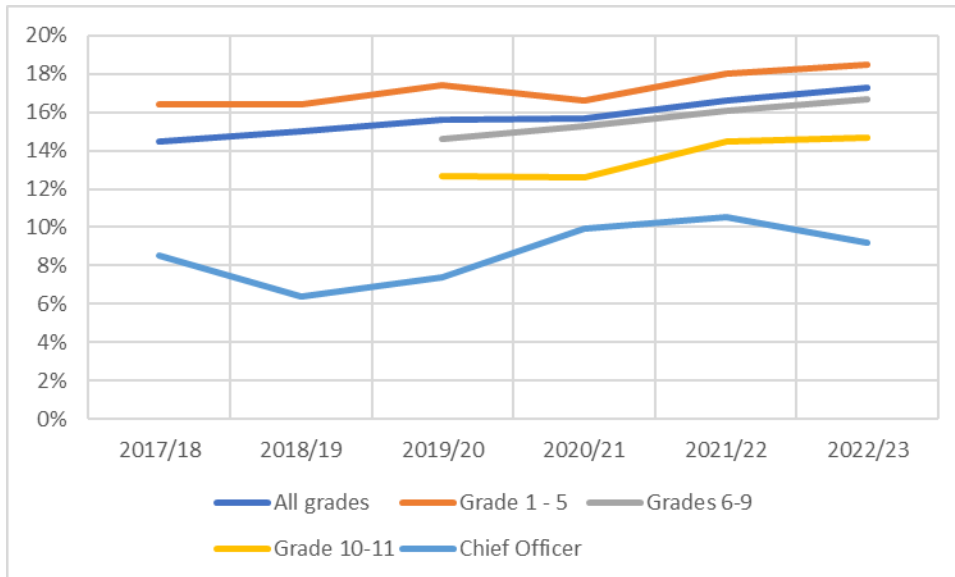


Figure 2: Sheffield City Council workforce ethnicity data, percentage of staff from a Black, Asian and Minoritised Ethnic, including White non-British, background by grade and year (data not available for grades 10-11 prior to 2019/20).

18. Looking at recruitment, in 2021/22, 27.1% of applications came from people from a Black, Asian and Minoritised Ethnic, including White non-British, background. This translated through to 20.7% of job offers. The Council has continued on this trajectory with data on adverts closed between 13/09/2022 and 31/03/2023 showing that 39.2% of applications were from people from a Black, Asian and Minoritised Ethnic, including White non-British, background which translated through to 24.7% of job offers.
19. People from a Black, Asian and Minoritised Ethnic, including White non-British, background make up 23.1% of new starters in the Council. And over the last year, a smaller relative percentage of people from a Black, Asian and Minoritised Ethnic, including White non-British, background left the Council.
20. Monitoring of cases by protected characteristic can identify patterns in services or indicate how different groups of people are being treated. The Council collects HR casework data on dignity and respect complaints and grievance cases. The data available on these is currently recorded from the point at which HR become involved. During 2024, we are updating our policies and processes so that HR have a more active role earlier in the process to prevent unnecessary escalation by providing support to resolve issues sooner. Low reporting is not a good thing and any large organisation should expect to have some cases every year. A lack of these can reflect a

lack of knowledge about or trust in the reporting system, or low confidence that it will result in people being listened to and the issues resolved.

21. On 6 November, the Council launched its new staff survey. It will collect anonymous, detailed information on the experience of staff across the organisation. This will enable us to see whether the experience of working for the Council varies based on protected characteristics and other factors. This information is not currently captured by the available HR processes. This annual survey aims to gather insights in a safe and secure way to support us to become an inclusive workplace.

B – Progress to becoming anti-racist

22. The REC set out seven qualities an anti-racist organisation would have in place as a minimum. The Council either already had these in place or has made substantial progress towards them, with further activity forthcoming.

23. We have dedicated staff and service resources and time to the progress made to date. This is a testament to the impact the REC has had on how we operate in the Council as it has led us to refocus work and invest in processes that needed to improve first and fastest.

24. The REC was supported by 24 commissioners whose expertise informed the process, evidence gathering, public hearings and development of the report and its recommendations. Their efforts in supporting the independent chair, Professor Emeritus Kevin Hylton, put us in a position to be able to make this progress.

Action: through this report, and in individual letters of thanks, formally acknowledge the Race Equality Commission, its independent Chair and its 24 commissioners, including Council staff members who took on commissioner roles alongside their work, and those who supported them.

The REC said an anti-racist organisation would have in place as a minimum:	In Sheffield City Council we have:
<p>Data Gathering and Reporting: Accurate data and metrics (segmented by grade/ pay band/ gender/ department/ location/ specific ethnicities) regularly captured and reported to identify EDI performance (inc. benchmarking) and prioritised issues (as early indicators of racism and racial disparities).</p>	<p>We produce an annual workforce data report. This is segmented by grade, protected characteristic and service area and reports on equality, diversity and inclusion data. It includes an ethnicity specific report and ethnicity pay gap data. Where it identifies issues, these are explained in the text of the report and actions to tackle them are identified. We also report annually on our equality objectives.</p> <p>Forthcoming:</p> <ul style="list-style-type: none"> - the staff survey will collect further intelligence we can use to improve. - Updating our HR management information, which will gather

<p>The REC said an anti-racist organisation would have in place as a minimum:</p>	<p>In Sheffield City Council we have:</p>
	<p>better equality data.</p> <ul style="list-style-type: none"> - Benchmarking our performance and identifying where other cities are taking steps we can also draw on.
<p>Leadership: Line managers hold specific responsibilities (and incentivised) to ensure EDI is well managed in their areas.</p>	<p>We have mandatory equality, diversity and inclusion (EDI) training and HR intervene where take-up is low or where there are barriers to completion.</p> <p>We have senior inclusion and diversity workforce champions for protected, and other, characteristics including race.</p> <p>Our staff survey will give us an accurate view on how well EDI is managed in each service.</p> <p>Forthcoming:</p> <ul style="list-style-type: none"> - Revamped EDI training package and prioritising middle and front-line manager development. - Write equality requirements into senior manager job performance monitoring to further embed this responsibility into roles. - Expecting all services to dedicate learning time to race and other protected characteristics. - All senior leaders to reflect this report in their service planning and delivery approach and be held to account by senior leadership board for doing so.
<p>Transparency and Accountability: Operates an EDI policy with specific intersectional 'joined up' race content (with EDI performance regularly assessed and published, e.g., annual report and accounts) which sets robust standards of good practice that apply across the organisation end-to-end (inc. procurement, funding criteria, customers) and extends throughout the</p>	<p>We produce an annual workforce data report. This is segmented by grade, protected characteristic and service area and reports on equality, diversity and inclusion data with segmentation and intersectional data. We report annually on our equality objectives.</p> <p>In December 2022 through the Grant Investment Programmes with Voluntary</p>

<p>The REC said an anti-racist organisation would have in place as a minimum:</p>	<p>In Sheffield City Council we have:</p>
<p>supply chain (with equivalent standards also binding upon any third party which does business for or on behalf of that organisation).</p>	<p>and Community Partners 2023-2028 report to Strategy and Resources Committee, we published more information on to whom we give grants.</p> <p>Forthcoming:</p> <ul style="list-style-type: none"> - this report is the next step in making clear what we stand for and increasing standardisation and progress. - our new Equality Framework within which will be our statutory equality objectives. - Revamped EDI training package and prioritising middle and front-line manager development. - Planned new Small and Medium-Sized Enterprises register - work between procurement officers and the new Diverse Business Board to identify improvements to help businesses understand and be involved in the procurement process and improve market engagement. - Finalise and enact a new progressive and inclusive commercial strategy with a social value and ethical procurement policy. - Expectations on all services to learn from our data maturity assessment and available good practice and data sources.
<p>Culture: Zero tolerance policies (with severe sanctions for proven) harassment, bullying and discrimination.</p>	<p>The Council has a disciplinary procedure in place with action which can be taken up to and including suspension or dismissal. There are also appeals procedures. Issues are dealt with on a case-by-case basis, we do not apply a blanket zero tolerance approach.</p>

<p>The REC said an anti-racist organisation would have in place as a minimum:</p>	<p>In Sheffield City Council we have:</p>
	<p>The Officer Code of Conduct defines harassment, discrimination, victimisation and bullying (direct, indirect, associative and perceptive) and links these directly to protected characteristics. It also defines hate crimes and hate incidents and sets out managerial action to be taken when any of these occur. This links to the Council's grievance, dignity and respect at work and disciplinary policies. These describe our standards and responses to incidents, which avoid issues of interpretation.</p> <p>Forthcoming: Following adoption of the Local Government Association Diverse by Design approach we will review policies and procedures to make sure that there's nothing in their formulation or implementation to incentivise bias or discrimination. In 2024, this will include the policies for recruitment, dignity and respect, grievances, employee assistance programmes and whistleblowing. This should also address issues of over complexity and processes which take too much time.</p>
<p>Debiased Systems: Robust EDI controls and processes in place to ensure that ethnically diverse employees (and prospective applicants via the use of blind CVs and guaranteed interviews) are well supported in their career progression (inc. mentoring, training, 'deputy' opportunities, ethnicity pay gap reporting).</p>	<p>Following the REC, we prioritised work on recruitment including developing surveys and rolling out mandatory recruitment and selection training. Over 700 managers have been trained to date. Individual services have taken specific action to increase the diversity of people applying for roles. During this period we have seen a continuing increase in the diversity of applicants and this has been reflected in appointments, as covered in part 2 of this report and our 2 August 2022 report on Sheffield City Council's response to the Race Equality Commission.</p> <p>We produce an annual workforce data report. This is segmented by grade, protected characteristic and service</p>

<p>The REC said an anti-racist organisation would have in place as a minimum:</p>	<p>In Sheffield City Council we have:</p>
	<p>area and reports on equality, diversity and inclusion data. It includes an ethnicity specific report and ethnicity pay gap data.</p> <p>Forthcoming:</p> <ul style="list-style-type: none"> - Following adoption of the Local Government Association <i>Diverse by Design</i> approach we will review policies and procedures to make sure that there's nothing in their formulation or implementation to incentivise bias or discrimination. In 2024, this will include the policies for recruitment, dignity and respect, grievances, employee assistance programmes and whistleblowing. - Revamped EDI training package and prioritising middle and front-line manager development.
<p>Empowered Staff: Have 'safe spaces' available for employees to voice ideas, share suggestions and raise concerns informally with specific hubs (chaired by an appropriate race inclusion ally) for different ethnic groups and other protected characteristics.</p>	<p>The Council conducted an independent review of staff networks. Following this, refreshed staff network equality hubs have recently been launched. There are hubs for different protected characteristics. They are designed to provide peer support, input employee voice to changes including workforce policy and guidance development, get involved in communications and awareness raising and help to nurture a sense of belonging. They have a clear escalation route and link through our council governance to the Strategic Equality Inclusion Board. Training and dedicated time to participate is provided. The hubs are linked to the senior inclusion and diversity workforce champions for protected, and other, characteristics including race.</p> <p>Forthcoming:</p> <ul style="list-style-type: none"> - Empowering our staff network

<p>The REC said an anti-racist organisation would have in place as a minimum:</p>	<p>In Sheffield City Council we have:</p>
	<p>equality hubs, one of which is dedicated to race, to develop awareness raising activities for the workforce.</p>
<p>Governance: A strong diverse membership that includes a designated board member role with specific expertise on EDI and race.</p>	<p>We have senior inclusion and diversity workforce champions for protected, and other, characteristics including race.</p> <p>With our partners, we have introduced equality and diversity monitoring for the Sheffield City Partnership Board, broadened agendas and moved into community venues.</p> <p>With Sheffield Chamber of Commerce, we have a new Diverse Business Board which better represents Sheffield's business base.</p> <p>Forthcoming:</p> <ul style="list-style-type: none"> - On 3 November 2023, Sheffield City Partnership Board agreed the proposal to support the establishment of the Race Equality Partnership for Sheffield as the legacy body, including individual commitments from partner organisations to fund the work and contribute in-kind to supporting the implementation phase. Partners are now working to implement this model.

Action: this Committee should note part 2 of this report which sets out data on race in our city and our progress against the 7 qualities the REC said an anti-racist organisation would have in place as a minimum.

Part 3. Together we get things done. Our approach and actions to improve race equality

25. We have a wealth of data and information, both from the Race Equality Commission (REC) and other sources (including experiences shared by people including our staff, and our annual workforce, ethnicity, pay gap and equalities reporting). These show that we are heading in a positive direction and are capable of becoming the anti-racist organisation we want to be. But data isn't enough to drive change. Change also requires people across the organisation to challenge and adjust their practices and norms.
26. As the Runnymede Trust found in their *Making Change: What Works? (2021) [report](#)*, data is important. But to make change, organisations also need to tap into the emotions, values and beliefs of those they influence, serve and employ. Research into System Justification Theory suggests this is because of a tendency in society to maintain the status quo, even at the expense of personal and group interest. This can come to the fore when the status quo is being criticised, if it is seen as longstanding and inevitable, if people feel powerless to do anything about it, if people benefit from it or might one day benefit from it, or to reinforce a shared reality.
27. The NHS Race and Health Observatory pursue an approach which focuses on the role structural, institutional and interpersonal racism and bias play in outcomes. More specifically, it examines principles of demonstrable leadership on naming and tackling racism, involving the people affected, collecting and publishing data, identifying and rooting-out bias in policies, establishing root causes, probing services to make sure they have taken race equality into account, and monitoring impact. This approach emphasises action, leadership, difficult conversations, amplifying voices and accountability. They have found this effective in making shifts in some areas, but some remain challenging. This demonstrates the importance of acting, while also understanding that long-term, entrenched issues will require concerted action over time.
28. These approaches show that while gathering evidence and data, and keeping it up-to-date, is essential, our approach to ensuring race equality needs to be multifaceted as we will be changing the status quo. To do this the activity we will undertake is set out under five themes and linked through to our Equality Framework to give us a multifaceted approach and maximise our potential for progress. This section sets out the next steps in our approach to becoming the organisation we want to be, through:
 - a. learning, development and awareness raising,
 - b. consistent standards and practice,
 - c. accountability,
 - d. engagement, and,
 - e. the role of senior leadership.
29. The end of this part of the report sets out how this approach integrates with the Council Plan and Equality Framework.

30. Some of the actions below have budget specified against them. Other actions require reprioritisation of existing spend, including staff time and focus. While the costs associated with the latter are less immediately visible, requiring services to prioritise their finite budgets against the actions in this report is how we will integrate race equality into everything we do and make it a day-to-day activity.

Action: this Committee should agree the actions in part 3 and champion this report's aims across the Council's policy committees, and across the breadth of the Council's committee system, and ask the Governance Committee to support the implementation of this approach.

31. Annex A summarises the actions, timescales and responsible directorates for this report's recommendations and the actions in part 3.

A. Learning, development and awareness raising

32. As race equality is everybody's business, learning and development (including through awareness raising) must be a continuous process for everyone, in every service, every year. The point of this is to:

- a. teach people information (from the facts of the equalities legislation and Public Sector Equality Duty, to how to compile a good Equality Impact Assessment, through to cultural sensitivity and knowledge about historic and current events).
- b. empower people through knowledge to give them the confidence, facts and know-how that they need to work in a diverse organisation serving a diverse city, to devise effective services, and develop an understanding of what good looks like.
- c. make sure individuals, managers and leaders feel they can challenge, report or otherwise notice and take action when the wrong things happen, contributing to creating an environment where staff can trust that if they experience racism it will be addressed by those around them.

33. This is particularly important for managers and senior leaders who need to be able to plan, approve and monitor inclusive service provision and provide management, pastoral care and leadership to diverse teams.

34. Organisations that make it normal to talk about race make it easier for everyone to see race equality as their business, and build an environment where racism at work is more likely to be noticed and challenged, and where service development is more likely to consider diverse needs from the start. This aligns with what we stand for as a Council and the no-nonsense integrity that characterises Sheffield as a city.

35. To do this we will do the following.

- a. We are joining [Inclusive Employers](#). The Partnership level membership gives access to expert inclusion and diversity support. Beginning in January 2024 for an initial term of 2 years (with option to extend) at a cost of £17,000 per year.

- b. HR will commission a full revamp of our equality, diversity and inclusion training package, using the consultancy we can access through Inclusive Employers to support the procurement design. This package for the entire workforce will provide quality assured, holistic equality, diversity and inclusion and specific race literacy training, and emphasise intersectionality, with a greater emphasis on face-to-face training. This proposed package requires significant investment in people, time and money and reflects our commitment to changing our organisational culture and investing in development. The full proposal and request for funding will come to this Committee in Quarter 4 2023/24. This will be costed following further development but early work estimates that this could be in the region of £200,000 for the first 2 years (including the costs of our Inclusive Employers membership). While that is rolling out during 2024, we are continuing to complete our existing training as a baseline.
- c. Most staff and customer experience is predicated on middle and front-line management. We need to nurture these people and ensure that they have the skills and time to make our race equality aspirations a reality, design equitable delivery and ensure that where the wrong things happen they are addressed. As part of the next phase of our staff development, we will prioritise work at these grades and identify areas where change is a priority, to design, trial and implement new approaches. In the immediate term this is supported by current pilots on management essentials and forthcoming revamped L&D package.
- d. Write equality requirements into senior manager job performance monitoring to further embed this responsibility into roles, during 2024.
- e. HR are working with the Member Development Group to roll out a level 2 equivalent certificate in equality, diversity and inclusion for elected members (a time commitment of around 12-15 hours training). The training is online and interactive and will be complemented by in-house face-to-face training on the Public Sector Equality Duty and Equality Impact Assessments. Current proposals would see members on key committees such as this Committee, Licensing Committee, Admissions Committee and Senior Officer Appointments doing the training first, as well as individual members who would like to participate in the first tranche. The aim is for the first set of members to begin this training in January 2024.
- f. After the launch of the Equality Framework, in summer 2024 the Chief Operating Officer will commission an assessment of corporate organisational capacity to support us to meet our equality, diversity and inclusion aims.
- g. Expect all services to dedicate time to discussion and learning around race and other protected characteristics. This can take many forms including peer discussion, service improvement planning, presentations and creating time to be curious and safe to ask

questions at all grades, removing the feeling that any one person or grade has all the answers. This contributes to investing in the development of staff across services and breaking down barriers to talking about race. Starting from January 2024 and built into service development planning consistently across the Council from April 2024.

- h. The equalities team will annually agree with members the memorial, awareness and history events to be supported by the Council. Building on the process first introduced in April 2023, for 2024 this process will also agree the budget and responsible service for each one. This will provide a transparent and definitive account of what is being supported each year.
- i. The equalities team and HR will work together to empower our staff network equality hubs to develop awareness raising activities for the workforce. From January 2024 onwards, aligned with awareness day calendar.

36. A focus on learning and development to integrate race equality into everything we do is already in place in parts of our Council. This is the sort of practice we want all services to emulate. As Public Health staff describe:

Learning and development is central to our approach. We held two workshops following the publication of the REC report. Senior managers set clear expectations that everyone would be involved. After the workshops, senior managers involved us in designing the action plan. This helped everyone see how they were going to play a role.

We have dedicated time where people can get advice from peers, learn about new things and really dig into issues, whether that's learning what microaggressions are and how to challenge them, or looking at the latest data and talking about what it means. This started off as about race but we've expanded it to cover other protected characteristics, areas which need focus, and intersectional issues.

We started this journey before the REC when we were looking at health inequalities and then the way the pandemic effected people from Black and Asian backgrounds disproportionately badly. The REC encouraged us to make sure we were embedding race equality in everything we do. We're not done on this, but thinking about race equality is becoming part of how we get things done round here.

Action: this Committee should agree that elected members on key committees will be the first tranche to undertake an Equality, Diversity and Inclusion (EDI) level 2 equivalent certificate.

B. Consistent standards and practice

37. Standardisation makes sure than an acceptable level of performance is present in all services. It gives the processes which enable good service planning and accountability and gives a standard against which underperformance can be noticed and improved. The point of this is to:

- a. make sure race equality specifically, and equality, diversity and inclusion in general, run through everything we do.
 - b. have systems and processes in place consistently.
 - c. give a yardstick against which compliance will be expected.
38. Having strategic standards is particularly useful and important for service planning. High-level standards speak to every service and therefore can be explicitly built into service plans. This means senior leaders and managers taking the spirit and aspiration of the REC, and their subsequent action plans, and using this report to move to a more consistent, embedded approach.
39. To do this we do the following.
- a. Require all senior leaders to build on their work to date, and endorsement of the Race Equality Commission, by reflecting parts one and three of this report in their service planning and delivery approach by April 2024.
 - b. From January 2024, adopt the Local Government Association [Diverse by Design](#) approach. Through the consistent application of this approach, HR and the equalities team will ensure that as workforce or customer related policies and procedures become due for revision they are reviewed to make sure that there's nothing in their formulation or implementation to incentivise bias or discrimination. In 2024, this will include the policies for recruitment, dignity and respect, grievances, employee assistance programmes and whistleblowing.
 - c. Ahead of our new staff survey, we cleansed our workforce data. In 2024 we will conduct a fundamental upgrade of our HR management information which will gather better equality, diversity and inclusion data. This will contribute to debiasing our systems.
 - d. During early 2024, refresh our Population Knowledge Profiles based on Census 2021 data to understand the make-up of groups and communities in Sheffield. Refresh local insight comparator data.
 - e. Expect all services to look at how they can use the [Government's Standard for Ethnicity data starting in quarter 4 2023/24](#), and learn from existing good practice. We have also begun work to set demographic data expectations to encourage services to gather and report on appropriate and proportionate demographic data, particularly as part of service and directorate performance monitoring described in the Council Performance Management Framework. This will mean putting in place policy documentation and privacy statements, paired with information on why data is being collected, to enable legally compliant data collection for which residents can see the rationale and benefit. While local data improves, or where it isn't data we hold as a Council, such as teacher ethnicity data, services should draw on national data sets (such as the [Government's Ethnicity Facts and Figures Service](#)).

- f. Build on work to date and at least every two years compare our workforce data to other core cities to benchmark our performance and identify where other cities are taking improvement steps we can also draw on.
- g. We are currently looking at how we support and engage the breadth of our city's voluntary and community sector (VCS) and faith organisations. This work aims to improve working with VCS and faith partners and reshape the relationship so that we are consistently engaging with the breadth of a diverse sector, some of whom do not feel they get their voice heard or equitable access to the Council or its resources. The strength of the VCS and faith organisations is in their variety, so this work will not look to drive structure or uniformity on the sector as that would damage it and the value it brings. In response to feedback, and in line with our value that openness and honesty are important to us, we will publish more information on who we contract with and give grants to (building on the Grant Investment Programmes with Voluntary and Community Partners 2023-2028 [report to this Committee](#) in December 2022) and look at how we ensure the right support to enable the VCS and faith organisations to thrive. We will take a broad lens to this work, and use all of our links, such as through Local Area Committees as well as services, to reach residents and groups across the city.
- h. Through co-working between our procurement teams, Business Sheffield and the new Diverse Business Board, we will support businesses to understand and be involved in the procurement process and improve market engagement. This will enable us to better understand what training, information and links would help diversify those who submit bids for tendered work. This should particularly support small and medium-sized enterprises (which are more likely to be run by people from a Black, Asian and Minoritised Ethnic, including White non-British, background when compared to the management of large businesses). This will be complemented by a planned new small and medium-sized enterprises register and through finalising and enacting a new progressive and inclusive commercial strategy which sets out our complementary social value and ethical procurement policy.
- i. Roll-out My Account on the Council website to enable residents to set up an account from which they will be able to access an increasing number of Council functions. The set-up process will include asking for demographic data which will reduce burdens on residents by reducing the number of times they are asked to provide this. Increasing automation will improve the experience of Council services for everyone. This will disproportionately benefit those who are more vulnerable and use our services the most. Data will be linked through to other Council systems to drive up quality. The roll out of My Account will happen over time, with some functions from late January 2024 and

others being added through 2024 and beyond. Earlier stages in the rollout will include functions around submitting online requests, enabling customers to update their own records and enabling request progress tracking. The early functions will act as a pilot enabling learning from each stage to inform the ongoing development. The rollout of better online services should reduce demand on phonelines and in-person customer services by directing more people who can complete things online down a digital route, freeing staff to help those without digital access or who prefer to access services in-person. The Council has multiple access points in libraries, housing offices and Howden House that enable customers to access in-person and online services.

40. Some areas have taken a Continuous Improvement approach, making small changes, testing them and making tweaks to get to the right answer. This is the approach adopted around gathering equalities data for complaints in Customer Services, explained here to show the on-going, developmental approach taken by one service.

In Customer Services we're well placed to understand whether different groups of people are contacting us about the same subject. But we've really struggled to find a way to collect the data to look at this against protected characteristics, including race.

When we asked people to give us demographic data to submit a complaint we got more complaints. People want to submit their concern as quickly and easily as possible. We listened to that and switched to an optional survey, but its completion rate was under 5%.

Thinking laterally, we introduced a question to the complaint submission form asking if the complaint relates to discrimination. This makes collecting the demographic data relevant to the person submitting the complaint and allows them to state whether they think they have been discriminated against, rather than leaving it to officers to decide whether that's what has occurred.

The next step for us will be the roll-out of My Account on the Council website. This will mean that we can seek to capture equalities data when people create their account and this will then be in place for future interactions with the Council. Along with our work on customer experience and joining-up with other services, we expect this to improve our knowledge about our customers so we can trouble shoot issues which we see disproportionately affecting particular groups and provide tailored services if we see a pattern emerging.

C. Accountability

41. Accountability makes the right people responsible for what happens and expects them to be answerable for progress and outcomes. It ensures that the things we want to manage get measured and monitored. For this report specifically, the point is to:
- a. place accountability in the right place so that the right people, ask the right questions in the right fora.

- b. drive progress and improvement in an open, honest way.
 - c. encourage the sharing of risks and emerging issues early so they can be mitigated and draw in others to collaborate on solutions.
42. This is particularly important on cross-cutting, multi-organisational issues like race equality and other big challenges faced by Sheffield, like climate change. On these issues, we need to work collectively and compassionately because even where we are not in complete agreement we are not on opposing sides and need to pull together if progress is not to stall.
43. The Council takes its obligations under the Public Sector Equality Duty seriously and elected members can use their unique position to ensure the Council lives up to the requirements of that duty. For example, through asking questions about race and equalities in the committees on which they sit, particularly if they are the chair.
44. To do this, we are asking this Committee to agree the following.
- a. Elected members should further reinforce the requirements of the Public Sector Equality Duty through emphasising its importance in all elements of their decision-making.
 - b. Service actions on race equality should be reported to the service relevant committee so that accountability for progress is placed with the relevant senior leaders, elected members and committee.
 - c. Democratic services should support elected members by removing items from committee agendas if they should have an equality impact assessment and that is not supplied.
 - d. Within the Council, Performance and Delivery Board will monitor performance against the Equality Framework, factoring in the requirements of this report. This should take place on a quarterly basis.
 - e. We'll learn from our fellow Sheffield anchor organisations and conduct deep dives on whether service delivery is equitable, drawing on their approaches and frameworks. For example, the [Equality Delivery System 2022](#) used in the NHS to improve services and meet the requirements of the Equality Act 2010. We will also examine our progress against standards designed for local government, such as the [LGA Equality Framework for Local Government](#). This will commence after the Chief Operating Officer's summer 2024 commissioned assessment of organisational capacity to meet our equality, diversity and inclusion aims, as referred to above.

Action: this Committee should agree the accountability roles and responsibilities.

Accountability: Legacy body

45. The Race Equality Commission recommended the establishment of a Legacy Delivery Group to monitor, review and publish the progress of race equality in

Sheffield. Following the launch of the REC's final report, there was broad commitment across the city to develop this legacy body.

46. To ensure tangible progress was made, and to begin to map out the form of the legacy body and the specifics of how it would function and be implemented, in March 2023 Sheffield City Partnership Board (SCPb) agreed to establish a task and finish group. This group was asked to examine options, identify a workable and implementable model for Sheffield and present a recommendation back to SCPb. SCPb also agreed to appoint Richard Stubbs as the independent Chair to lead the work. Community representatives and representatives from the city's anchor institutions were appointed to the task and finish group.
47. On 3 November, SCPb agreed the task and finish group's partnership model proposal and agreed to establish the Race Equality Partnership for Sheffield as the legacy body. Partners from anchor organisations across the city are now working together to finance and implement this proposal and are planning to publish more information, including on membership, prior to a launch event around February 2024.
48. The Race Equality Partnership for Sheffield will be made up of community voices, committed organisations and institutions and use structures and spaces which help these to come together on an equal footing. It will reinforce the responsibilities of individual organisations and groups through an anti-racist commitment, build collective commitment through an action plan, and monitor and support progress towards becoming an anti-racist city. To do this it will have:
 - a. an independent Chair and vice chair.
 - b. annual race equality conventions bringing the whole partnership together to agree actions and discuss progress.
 - c. engagement networks to engage Sheffield residents in determining actions, identifying success and progress, and monitoring if changes are making a difference to people's lives.
 - d. progress and action group to support the action plan.
 - e. action plan task groups for projects and collaboration.
 - f. expert advisory council to organise the annual convention, conduct monitoring and assess progress towards the action plan.
49. A partnership of this nature needs funding to function effectively. Through the work of the task and finish group, SCPb members have agreed in principle to supporting the Race Equality Partnership for Sheffield both financially and through the provision of in-kind capacity.
50. Having considered the Council's role and position, the Council have a budget of up to £100,000 over four years to contribute to and support the work around the Race Equality Partnership for Sheffield, and provide capacity in-kind to support specific actions. As the Partnership is not legally constituted this money will be held in a Council budget line. The funding will be used to internally fund the Council's external contribution to the work above, including supporting a paid secretariat function (initially this will be a new post paid for

by the Partnership and hosted within the council). This budget allocation will be kept under review (in the context of ensuring that the Partnership continues to be adequately funded by all committed partners). Once the Race Equality Partnership for Sheffield is up and running its costs will be more firmly established and other organisations contributions will also be known. These costs will begin from the new financial year with implementation activity in the current financial year drawn from existing budgets.

51. Supporting these costs are part of how we invest in ensuring that the legacy of the REC leads to improved race equality within Sheffield. While most of our activity can be met within existing budgets, as a city leader it is important we lead by example in providing funding where it will accelerate progress.

52. It is also the Council's intention to hold each partner's financial contribution as accountable body for the work around the Race Equality Partnership for Sheffield as agreed at the November meeting of the Sheffield City Partnership Board. The formal details of this arrangement are yet to be confirmed and are subject to separate Council approval.

Action: this Committee should note the substantial, positive work of the legacy body task and finish group and extend gratitude to its chair, members and those who have supported its work.

Action: this Committee should agree the Council budget of £100,000 over four years to fund internal spend on the Council's external contribution to work around the Race Equality Partnership for Sheffield.

D. Engagement

53. We need to listen to and use the views, knowledge and experience within and beyond the Council to improve what we do. In the workplace, this helps people feel happier and that their views are not only listened to but acted upon and helps create a sense of belonging. More widely, it makes the services we provide better and more tailored to current and future needs.

54. The point of this is to:

- a. Understand the views of our staff and City and value varied perspectives and increase innovation.
- b. improve problem solving and decision making through more immediate feedback.
- c. build and nurture relationships so we can work together on shared aims.

55. Throughout the response to the REC to date, Council teams have said that collaboration is key. It can help ensure that unique perspectives are considered and can drive creativity and lead to better delivery.

56. To do this we will do the following.

- a. Governance Committee has focused work on community participation and engagement factored into its workplan for January 2024. Core to this work is improving the way we get the views of all communities. This report and the work on the VCS and faith organisations relationships (as covered in the meeting consistent standards section

above) will inform the scope of the work so that we can build confidence, relationships and transparency, all aligned against the forthcoming City Goals and linked to the Local Area Committees.

- b. We have recently revamped our staff network equalities hubs, provided training and given all staff an entitlement to dedicated time to participate to increase parity of access. The hubs are expected to reach out to staff who are most in need of them and enable them to participate. They have a clear escalation route and link through our council governance to the Strategic Equality Inclusion Board. This should amplify staff voice.
 - c. We have recently signed a contract with a staff engagement platform provider for three years. This has enabled us to launch our new staff survey which has questions on equality. The platform will enable findings to be analysed by demographic and provide a way to consistently conduct organisation wide and targeted staff engagement.
 - d. Improve our workforce engagement from December 2023 through increasing employee relations capacity within our HR department.
 - e. Supporting the development of stronger interfaith structures in the city recognising, through work since October, that current arrangements are insufficient for a city of this size. This development work will continue through 2024, expanding and strengthening the links and structures between the diverse range of faith groups and organisations in Sheffield.
 - f. Use our links to amplify what we and our partners do by gathering information and sharing that through internal and external communications, promoting our communications channels and sharing with the Race Equality Partnership for Sheffield.
57. Our revamped equality, diversity and inclusion training package will also give all staff access to effective training which will enable them to have confident conversations with colleagues, residents and partners. These first-point-of-contact interactions are what residents and others judge us on. By giving our staff the knowledge they need, we will make our services more effective and improve these interactions.
58. Some areas have already thought about how they diversify the voices they hear.

In Youth Voice and Influence Service (Community Youth Services) we support the Council to engage with young people across the city. This is done in various ways – from running creative consultations, to visiting every Council run youth club each quarter, to holding youth voice conferences. We just had a youth conference where we talked about the cost-of-living crisis, health and wellbeing, and places to go and things to do for young people. We take the conferences to where we will reach young people who might not get to take part in things like this normally – we chose the venue for this one so that young people at local schools across North East Sheffield could attend. It was a really vibrant and

diverse group who had a lot to say. Their voice will help influence decision making across the themes discussed.

Making sure we go to where young people are, engage in the way they want to be engaged with and ensure diversity, is engrained in the way we do things. This shows in the diversity of our key groups. Every two years, we run the elections to recruit new Youth Councillors for Sheffield Youth Cabinet and for members of UK Youth Parliament. We intentionally work with schools to encourage them to think about the young people who would want to be involved but might have barriers. We need to dispel the idea that politics is only for a certain sort of person! We have link seats and special interest seats to which young people are appointed so we ensure representation which might otherwise be missing. These change depending on the representation gaps or issues which are important to them.

Taking a young person-centred approach means that we have no problems with young people wanting to take part. By actively listening to them we empower them to lead and develop their own projects. They launched the really powerful [Be That Mate](#) video about violence against women and girls, which led to conversations about hate crime. They wanted to educate people in a positive way, the result of that was the amazing [Bounce Hate](#) video.

We're always looking at how to innovate and are looking forward to launching youth ambassadors for equality, diversity and inclusion in 2024.

E. Leadership

59. If we are to make a success of our aspirations and live up to our standards, the Council's senior officers and elected members need to lead from the front.
60. By endorsing this report, we are asking elected members to agree to support officers and the wider community in a spirit of joint endeavour and kindness, by setting clear expectation of commitment to race equality.
61. To do this senior leadership board will do the following.
 - a. Hold each of our directorates to account for performance against the standards set out in this report and building them into service plans with monitoring quarterly.
 - b. Has designated senior inclusion and diversity workforce champions. These people are all members of the senior leadership board and include the Chief Executive as intersectionality champion. The champions link with the staff network equality hubs and support the Council to foster an inclusive environment. These roles do this by modelling inclusion, staff engagement, supporting initiatives and championing specific diversities. While these are predominately workforce facing roles, where appropriate they will be briefed on, and on occasion involved in, external facing activities. This emphasis ensures that these roles complement, but do not overlap with, each service areas' responsibilities to factor equality, diversity and inclusion

and race equality into their service design, planning and delivery. Annex D sets out more about these roles.

- c. Hold quarterly roundtable meetings with different groups of staff to ensure senior leadership board members have an accurate understanding of the experiences of different groups.
- d. During Autumn 2024, after the launch of the Equality Framework and new learning and development, assess readiness to introduce further initiatives. These could include reverse/reciprocal mentoring depending on what we assess will best promote quality practice.
- e. Increase their engagement with schools, colleges and training providers so more young people and career changers see Sheffield City Council as somewhere they could belong and have a rewarding career. From Spring 2024 onwards.

62. The Council's leadership team have been prioritising compassionate leadership through 2023 and bringing this together with other cross-cutting priority themes. On 24 November 2023, senior leaders in the Council gathered for a leadership conference, the afternoon of which was dedicated to anti-racism:

Having used the morning session at the leadership conference to put the strategic direction of the Council to the front of our minds, Kate Josephs, the Chief Executive, opened the afternoon with a powerful speech on why anti-racism is important to her and this Council. She made it clear that anything less than anti-racism isn't good enough. As leaders we need to make sure our teams understand that and get on board with making it a reality.

We were really fortunate to have Professor Habib Naqvi MBE, Chief Executive of the NHS Race and Health Observatory, present to us. He talked us through the health, wealth, housing, justice system and employment evidence which all shows that people from a Black, Asian and Minoritised Ethnic background have, in general, poorer experiences and outcomes in majority White population countries. Looking at the impact this has, and the common challenges in organisations; he spoke to us about the Race and Health Observatory's approach which looks at structural, institutional and interpersonal racism, their principles and how those can be translated into action. The emphasis on 'causes of causes' – tackling the root of inequality – really resonated with those attending, as we all want our services to reach and meet the needs of everyone, while ensuring workplaces are inclusive environments.

Having showed us a range of data, approaches and case studies of replicable good practice, we then spent time in smaller groups reflecting on what Professor Naqvi had said and what it meant to us. This was really powerful time where we had honest conversations, not just about the policies and strategies but also about the day-to-day work with our teams. This enabled us to get support from peers and to think about the next actions we'd each take.

All together this gave us each a way to talk to our teams about our Council vision and how we achieve that and ensure race equality runs through our service planning and our workforce.

The Council Plan, Equality Framework and Race Equality approach

63. The Council Plan, along with the Performance Management Framework and Medium-Term Financial Strategy, provides the strong foundation from which the Equality Framework and Race Equality approach flow.
64. The Council Plan has three policy drivers – people, prosperity and planet – which place people at the heart of what we do while prioritising long-term prosperity in a way which protects the local environment. Its five strategic outcomes for the Council, informed by the things residents care about, are cross-cutting. Every area will contribute to achieving them by focusing capacity on critical priorities.
65. The Equality Framework supports the Council Plan’s strong focus on equalities by considering the differential impacts between and across communities and groups. Its goals support the Council Plan’s policy drivers and strategic aims to improve equality, diversity and inclusion and reduce disparities and inequality.
66. The Race Equality approach runs on directly from these, setting out a holistic strategy with statements of intent and clear steps to guide our journey to becoming anti-racist.
67. Together these plans tell people who we are and where we’re heading. Along with the Performance Management Framework, which provides the structure for how the Council will deliver, they enable us to transparently monitor delivery, share success and progress and intervene if issues occur.
68. This approach builds equality, diversity and inclusion in general, and race equality in specific, into the way all services deliver their functions, and enables our workforce to see how they contribute.
69. We have and will continue to use intelligence from stakeholders, along with information from within the Council and good practice, to develop and evolve our approach. For example, at the 12 October 2023 REC community event, stakeholders gave their views on progress and initiatives to the Council, Sheffield University, Sheffield Hallam University, South Yorkshire Police, the Office of the Police and Crime Commissioner, Sheffield Teaching Hospitals and Sheffield Health and Social Care Trust. This valuable feedback was wide ranging and themes included:
 - a. urgency for the legacy body to be set up so that organisations across the city have somewhere dedicated to race equality to join-up, share information, monitor progress and amplify voices,
 - b. the importance of representation and listening to diverse voices, especially those who we are not currently good at reaching and listening too or who operate outside of traditional processes,
 - c. suggestions for practical support which organisations could supply or link stakeholders up with, for example, contract bid writing,

- d. improving communications to share successes and progress, amplify each other's work and clarify roles and responsibilities,
- e. recruitment practices to avoid people appointing in their own likeness,
- f. sustainability for small and community-based organisations,
- g. investigations into areas where issues of equality are identified,
- h. person-focused, non-hierarchical approaches which empower rather than take over, and share information and resources, and,
- i. improving how the large Sheffield organisations share information between and beyond themselves more easily and frequently.

Next steps

70. Following the agreement of this report, the actions set out in part three will be implemented and reporting will commence in line with the sections on accountability and the Equality Framework.

HOW DOES THIS DECISION CONTRIBUTE?

71. The REC set out recommendations to Sheffield as a city, and organisations including the Council, to support and challenge us all to take action to improve race equality. The Council has taken significant steps towards this through service specific action plans and organisation wide activity. It has also supported the establishment of a task and finish group to support the establishment of a race equality commission legacy body which will take the form of a new Race Equality Partnership for Sheffield. It has reported on these activities to this Committee through a response report in December 2022 and an update on progress in August 2023.

72. In August, this Committee agreed that the Council needed to go further and faster to make meaningful progress on race equality. Since then, we have worked with services across the organisation to better understand progress to date and what is needed to support further action. We have also engaged with stakeholders and drawn on data and the evidence base. This report is the culmination of that work and provides a holistic approach to ensure all services are pushing forwards.

73. This work has also contributed to defining the Council Plan and Equality Framework. There is a suite of interrelated plans into which this approach fits. They collectively show a golden thread from the Council Plan through the Equality Framework to this race equality approach and on to service plans and individual's objectives, all contributing towards the city goals. This approach builds equality, diversity and inclusion in general, and race equality in specific, into the way all services should deliver their functions, and enables our workforce to see how they contribute.

HAS THERE BEEN ANY CONSULTATION?

74. The development of the Council's response to the REC involved senior leaders, service managers, staff and staff networks. This report builds on that, working with many teams across the Council to understand progress, gaps and improvements which will drive change. It draws on the findings of the REC which engaged with residents and stakeholders across and beyond Sheffield. It also draws on stakeholder feedback gathered through stakeholder and community events on 14 July 2023 and 12 October 2023.
75. Stakeholders have told us that the Council needs to be clear about what it stands for on race equality and how its approach fits into other Council priorities and plans, and in doing so, show leadership in what it chooses to do. This report provides the response to that feedback by setting out the Council owned holistic approach, building on significant progress to date and setting the approach in the context of the Equality Framework and the Council Plan.

RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

Equality Implications

76. The Council conducted an Equality Impact Assessment as part of developing its response to the Race Equality Commission. That impact assessment has been revised for this report and is attached.
77. Some people have asked whether we should be working towards anti-racism rather than being anti-racist. The approach in this paper encompasses anti-racism with its emphasis on accountability, consistent standards and practice, and looking at removing biases. For this report, we have made a decision to retain the language of the Race Equality Commission which specifically asked us to become anti-racist. Annex E sets out this report's approach to terminology.

Financial and Commercial Implications

78. The Council budget for its contribution to support work around the Race Equality Partnership for Sheffield (the legacy body) is up to £100,000 over four years. This has been included in the 2024/25 Business Planning.
79. To date the Council has invested in race equality actions within existing budgets. In addition, the Council has funded the Sheffield Race Equality Commission and the 2023 programme of awareness days, including: Holocaust Memorial Day, Race Equality Matters Week, Windrush 75th anniversary and Black History Month. The Council has also contributed to supporting and resourcing the legacy body task and finish group to facilitate the city to work together to establish a lasting legacy from the commission.
80. There are no costs associated with the member Equality, Diversity and Inclusion level 2 equivalent certificate training. This is free as long as the person enrolling is: over 19, has lived in England or the EU for the last 3 years, and, is not currently enrolled on any other government funded course.

81. There will be financial costs associated with the revamped Learning and Development package for Sheffield City Council staff. These will be costed following further development but early work estimates this could be initially in the region of £200,000 for the first 2 years (including the costs of our Inclusive Employers membership).

Legal Implications

82. The Council has a duty under the Equality Act 2010 to, in the exercise of its functions, have due regard to the need to:

- a. Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act.
- b. Advance equality of opportunity between people who share a protected characteristic and those who do not.
- c. Foster good relations between people who share a protected characteristic and those who do not.

83. The Act explains that having due regard for advancing equality involves:

- d. Removing or minimising disadvantages suffered by people due to their protected characteristics.
- e. Taking steps to meet the needs of people from protected groups where these are different from the needs of other people.
- f. Encouraging people from protected groups to participate in public life or in other activities where their participation is disproportionately low.

84. Delivering against the Race Equality Commission report will assist the Council in meeting its duty under the Equality Act 2010.

85. However, it is also recognised that as the Race Equality Commission report sets out, the aim of being Anti-Racist goes beyond meeting legal duties.

Climate Implications

86. A full scored Climate Impact Assessment (CIA) has not been deemed necessary, however the climate implications of the report have been considered. The actions within this report do not have immediate nature and land use, adaptation, buildings and infrastructure, transport, economy, energy, resource use or waste implications.

87. Against the CIA category of Influence: people from a Black, Asian or Minoritised Ethnic background are likely to be impacted by the climate emergency both in Sheffield (due to overlaps with levels of poverty and health disparities) and through family links to places feeling the impact of climate change most intensely. Work to improve the data we hold and to work with communities should contribute to addressing these inequalities.

ALTERNATIVE OPTIONS CONSIDERED

88. This Committee agreed that the Council should pursue a specific approach to race equality. This report does not recommend a change to that approach.

REASONS FOR RECOMMENDATIONS

89. To build on progress to date and provide the Council with the next stepping stone in the on-going journey towards race equality.

Annexes

Annex A: Summary of this report's recommendations and the actions in part 3

Action	Timeframe	Responsible Directorate/ Committee
Recommendations		
Adopt part 1 of this report and support and challenge officers, partners and each other, in a spirit of joint endeavour and kindness, so that everyone aligns what they do and how they do it against shared statements of intent.	From December 2023 and ongoing	Organisation wide
Through this report, and in individual letters of thanks, formally acknowledge the Race Equality Commission, its independent Chair and its 24 commissioners, including Council staff members who took on commissioner roles alongside their work, and those who supported them.	Letters to be sent in January 2024	Strategic Support Services
Note part 2 of this report.	December 2023	Strategy and Resources Committee
Agree the actions in part 3, summarised below, and champion this report's aims across the Council's policy committees, and across the breadth of the Council's committee system, and ask the Governance Committee to support the implementation of this approach	From December 2023 and ongoing	All committees, supported by Governance Committee and Strategic Support Services
Agree that elected members on key committees will be the first tranche to undertake an Equality, Diversity and Inclusion (EDI) level 2 equivalent certificate	See below	
Agree the accountability roles and responsibilities	December 2023	Strategy and Resources Committee
Note the substantial, positive work of the legacy body task and finish group and extend gratitude to its chair, members and those who have supported its work	December 2023	Strategy and Resources Committee
Approve the Council budget of £100,000 over four years, earmarked in the 2024/25 Business Planning to fund internal spend on the Council's external contribution to work around the Race Equality Partnership for Sheffield	December 2023	Strategy and Resources Committee
A. learning, development and awareness raising		
a) Inclusive Employers Partnership level	Beginning in January 2024 for an initial	Strategic Support Services

Action	Timeframe	Responsible Directorate/ Committee
membership.	term of 2 years with option to extend	
b) commissioning of a revamped equality, diversity and inclusion training package (continuing to complete our existing training as a baseline).	Commissioned and in place during 2024	Strategic Support Services
c) Prioritise and nurture middle and front-line managers via our revamped L&D package and management essentials pilots.		
d) Write equality requirements into senior manager job performance monitoring to further embed this responsibility into roles.	During 2024 and ongoing	Strategic Support Services
e) First tranche of elected members to complete a level 2 equivalent certificate in equality, diversity and inclusion (EDI).	First Tranche from January 2024	Strategic Support Services
f) In 2024 after the launch of the Equality Framework, the Chief Operating Officer will commission an assessment of corporate organisational capacity to support the organisation to meet our Equality aims.	Summer 2024	Strategic Support Services
g) Expect all services to dedicate time to discussion and learning around race and other protected characteristics.	Starting from January 2024 and built into service development planning consistently across the Council from April 2024.	All services
h) annually agree with members the memorial, awareness and history events to be supported by the Council, led by the most appropriate service.	Annually	Strategic Support Services
i) empower our staff network equality hubs to develop awareness raising activities for the workforce.	From January 2024 onwards, aligned with awareness day calendar.	Strategic Support Services
B. Standardisation		
a) require all senior leaders to reflect part one of this report in their service planning and delivery approach.	By April 2024	All services (Performance and Delivery Board and Senior Leadership Board to check compliance.)
b) adopt the Local Government Association Diverse by Design approach.	From January 2024 and use for debiasing policies across 2024.	

Action	Timeframe	Responsible Directorate/ Committee
c) fundamental upgrade of our HR management information which will build in improving equality, diversity and inclusion data.	During 2024	Strategic Support Services
d) refresh our Population Knowledge Profiles based on Census 2021 data.	By February 2024.	Strategic Support Services
e) all services to look at how they can use the Government's Standard for Ethnicity data , learn from existing good practice and data sets, and work to set demographic data expectations.	Across 2024.	Strategic Support Services
f) benchmark our performance and identify where other cities are taking improvement steps we can also draw on.	At least every two years.	Strategic Support Services
g) Voluntary and community sector and faith organisations review to improve working and reshape the relationship.	During 2024	Integrated Commissioning
h) Supporting businesses to engage with our procurement processes, complemented by a planned new small and medium-sized enterprises register and commercial strategy.	During 2024	Strategic Support Services
i) Roll-out My Account on the Council website to enable residents to set up an account from which they will be able to access multiple Council functions.	Phased rollout begins January 2024.	Strategic Support Services
C. Accountability		
a) Councillors to further reinforce the Public Sector Equality Duty through their decision-making.	Ongoing	Strategic Support Services
b) Service actions on race equality will be reported to the service relevant Committee so accountability is placed with the relevant senior leaders, elected members and Committee.	Ongoing	All services (Monitored by Performance and Delivery Board.)
c) Democratic services to remove items from committee agendas if they are submitted without a required EIA.	Ongoing	Strategic Support Services
d) Performance and Delivery Board monitor performance against Equality Framework, factoring in the requirements of this report.	Quarterly	Strategic Support Services
e) conduct deep dives on service equality delivery.	Following summer 2024 organisation capability assessment.	Strategic Support Services
<i>Contributing to establishing the Race Equality Partnership for Sheffield working</i>	<i>Costs begin from the new financial year</i>	<i>Strategic Support Services</i>

Action	Timeframe	Responsible Directorate/ Committee
<i>with partners from anchor organisations across the city to finance and implement the model ahead of a launch around February 2024.</i>	<i>with implementation activity in the current financial year drawn from existing budgets.</i>	
D. Engagement		
a) community participation and engagement review (Governance Committee led).	Beginning in January 2024	Strategic Support Services
b) support revamped our staff network equalities hubs.	Ongoing	Strategic Support Services
c) new staff survey.	Contracted for an initial term of three years	Strategic Support Services
d) dedicated employee relations capacity.	December 2023 onwards	Strategic Support Services
e) Supporting the development of stronger interfaith structures.	During 2024	Strategic Support Services
f) Use our links to amplify what we and our partners do.	Ongoing	Strategic Support Services
E. Leadership. Senior Leadership Board to:		
a) hold each of our directorates to account for performance against the standards set out in the report, building them into service plans and monitoring work through the Equality Framework.	Quarterly	Senior Leadership Board
b) senior inclusion and diversity workforce champions.	Ongoing	Senior Leadership Board
c) quarterly roundtable meetings with groups of staff to ensure SLB understand the experiences of different groups.	Quarterly	Senior Leadership Board
d) During 2024 assess readiness to introduce further initiatives.	Autumn 2024	Senior Leadership Board
e) Increase engagement with schools, colleges and training providers so more young people and career changers see Sheffield City Council as somewhere they could belong and have a rewarding career.	From spring 2024 onwards	Senior Leadership Board

Annex B: Census ethnicity data for Sheffield, 1991, 2001, 2011 and 2021

1991	Sheffield	%
Total persons	501,174	100
Ethnic group: White	475,993	94.98
Ethnic group: Pakistani	8,883	1.77
Ethnic group: Black Caribbean	4,992	1.00
Ethnic group: Other	3,592	0.72
Ethnic group: Persons born in Ireland	3,412	0.68
Ethnic group: Black other	1,847	0.37
Ethnic group: Indian	1,396	0.28
Ethnic group: Chinese	1,332	0.27
Ethnic group: Black African	1,101	0.22
Ethnic group: Bangladeshi	1,082	0.22
Ethnic group: Other Asian	956	0.19

2001	Sheffield	%
All categories: Ethnic group	513,234	100.0
White: British	457,728	89.2
Asian/Asian British: Pakistani	15,844	3.1
White: Other	7,152	1.4
Black/Black British: Black Caribbean	5,171	1.0
Mixed: White and Black Caribbean	3,704	0.7
White: Irish	3,337	0.7
Black/Black British: Black African	3,294	0.6
Asian/Asian British: Indian	3,030	0.6
Asian/Asian British: Other	2,598	0.5
Chinese/Other: Chinese	2,201	0.4
Mixed: White and Asian	2,085	0.4
Chinese/Other: Other	2,064	0.4
Asian/Asian British: Bangladeshi	1,910	0.4
Mixed: Other	1,728	0.3
Mixed: White and Black African	711	0.1
Black/Black British: Other	677	0.1

2011	Sheffield	%
All usual residents	552,698	100.0
White: English/Welsh/Scottish/Northern Irish/British	446,837	80.8
Asian/Asian British: Pakistani	21,990	4.0
White: Other White	12,458	2.3
Black/African/Caribbean/Black British: African	11,543	2.1
Other ethnic group: Arab	8,432	1.5
Asian/Asian British: Chinese	7,398	1.3
Asian/Asian British: Indian	5,868	1.1

Asian/Asian British: Other Asian	5,803	1.0
Black/African/Caribbean/Black British: Caribbean	5,506	1.0
Mixed/multiple ethnic groups: White and Black Caribbean	5,450	1.0
Other ethnic group: Any other ethnic group	3,966	0.7
Mixed/multiple ethnic groups: White and Asian	3,490	0.6
Asian/Asian British: Bangladeshi	3,326	0.6
Mixed/multiple ethnic groups: Other Mixed	3,053	0.6
Black/African/Caribbean/Black British: Other Black	3,033	0.5
White: Irish	2,891	0.5
Mixed/multiple ethnic groups: White and Black African	1,296	0.2
White: Gypsy or Irish Traveller	358	0.1

2021	Sheffield	%
Total Sheffield population	556,523	100.0
White: English, Welsh, Scottish, Northern Irish or British	414,698	74.5
Asian, Asian British or Asian Welsh: Pakistani	27,671	5.0
White: Other White	19,971	3.6
Black, Black British, Black Welsh, Caribbean or African: African	18,237	3.3
Other ethnic group: Arab	8,956	1.6
Other ethnic group: Any other ethnic group	8,575	1.5
Mixed or Multiple ethnic groups: White and Black Caribbean	7,524	1.4
Asian, Asian British or Asian Welsh: Other Asian	7,440	1.3
Asian, Asian British or Asian Welsh: Chinese	7,393	1.3
Asian, Asian British or Asian Welsh: Indian	6,798	1.2
Mixed or Multiple ethnic groups: White and Asian	5,214	0.9
Black, Black British, Black Welsh, Caribbean or African: Caribbean	4,647	0.8
Mixed or Multiple ethnic groups: Other Mixed or Multiple ethnic groups	4,535	0.8
Asian, Asian British or Asian Welsh: Bangladeshi	4,258	0.8
White: Irish	2,750	0.5
Black, Black British, Black Welsh, Caribbean or African: Other Black	2,628	0.5
White: Roma	2,456	0.4
Mixed or Multiple ethnic groups: White and Black African	2,431	0.4
White: Gypsy or Irish Traveller	341	0.1

Annex C: Census ethnicity data for Sheffield's over-65s population in 2021

2021	Sheffield	%
Total	94,816	100.00
White: English, Welsh, Scottish, Northern Irish or British	88,254	93.08
Asian, Asian British or Asian Welsh: Pakistani	1,523	1.61
White: other White	891	0.94
Black, Black British, Black Welsh, Caribbean or African: Caribbean	855	0.90
White: Irish	741	0.78
Black, Black British, Black Welsh, Caribbean or African: African	499	0.53
Asian, Asian British or Asian Welsh: Indian	344	0.36
Other ethnic group: Arab	302	0.32
Asian, Asian British or Asian Welsh: Chinese	287	0.30
Other ethnic group: Any other ethnic group	277	0.29
Asian, Asian British or Asian Welsh: other Asian	245	0.26
Asian, Asian British or Asian Welsh: Bangladeshi	171	0.18
Black, Black British, Black Welsh, Caribbean or African: other Black	98	0.10
Mixed or Multiple ethnic groups: Other Mixed or Multiple ethnic groups	97	0.10
Mixed or Multiple ethnic groups: White and Asian	82	0.09
Mixed or Multiple ethnic groups: White and Black Caribbean	78	0.08
Mixed or Multiple ethnic groups: White and Black African	46	0.05
White: Roma	14	0.01
White: Gypsy or Irish Traveller	12	0.01

Annex D: Senior inclusion and diversity workforce champions

- I. This role will play a crucial part in making the Council's emphasis on equality, diversity and inclusion more explicit for staff by harnessing the passion, influence, and commitment of our senior leaders as visible champions. This will support the efforts of our equalities team and contribute to our values, by fostering an inclusive, diverse and equitable environment and shaping an organisation that values diversity.
- II. Inclusion and diversity workforce champions will take responsibility for a characteristic and help drive our equalities programme by advocating for change and promoting equality, diversity, and inclusivity. They will champion a particular characteristic but should think about intersectionality and join-up with fellow champions.
- III. The role does not take responsibility for commissioning or activity owned by services. It is concerned with advocacy, allyship and being an ambassador, by using senior positions to promote equalities and create an organisational culture of inclusivity across the workforce.

- IV. These roles will focus on: advocacy and support, collaboration and engagement, leadership alignment through ensuring strategic goals and priorities integrate equality, diversity and inclusivity in decision-making processes, cultural transformation, promoting learning, feedback and amplifying success.
- V. We have agreed to have champions representing the following characteristics: age, disability, LGBT+, women, race, faith, social mobility, care experienced and intersectionality. The Council has previously appointed a veterans and armed forces champion.
- VI. Following the introduction of these champion roles, we will keep under review the need for a men's champion or a carers champion. The Equality and Engagement team will support all champions to consider the protected characteristics of marriage and civil partnership and pregnancy and maternity, as relevant within the champion roles above.
- VII. We will look to use our forthcoming Inclusive Employers membership to access [specific training for this role](#).

Annex E: Terminology

- I. The Race Equality Commission (REC) asked all Sheffield organisations to minimise the use of less popular terms and emphasise intersectionality and specific group preferences and needs regarding ethnicity, language and culture. The REC's assessment of terminology is set out on pages 20-22 of [the REC report](#) and has been used to guide our approach along with other sources including the CIPD guidance [How to talk about race at work](#) and the Business in the Community toolkit [Let's Talk About Race](#).
- II. Language is always evolving and as a modern organisation we will keep the language we use under review and responsive to society, our customers, residents and staff.
- III. Within this report we take the approach used by the Race Equality Commission, referring to specific disaggregated groups where possible while turning to Black, Asian and Minoritised Ethnic, as a collective term. We use the term race or ethnicity where reflecting the wording used by the source the information is drawn from. We explain which groups are and are not included in aggregated terms.
- IV. Some people have asked whether we should be working towards anti-racism rather than being anti-racist. The approach in this paper encompasses anti-racism with its emphasis on accountability, consistent standards and practice, and looking at removing biases. For this report, we have made a decision to retain the language of the Race Equality Commission which specifically asked us to become anti-racist.