Shire Hall
Westgate Street
Gloucester
GL1 2TG

Wednesday, 19 January 2022

TO EACH MEMBER OF GLOUCESTER CITY COUNCIL

Dear Councillor

You are hereby summoned to attend a **MEETING OF THE COUNCIL** of the **CITY OF GLOUCESTER** to be held at the Gloucester Guildhall, 23 Eastgate Street, Gloucester GL1 1NS on **Thursday, 27th January 2022** at **6.30 pm** for the purpose of transacting the following business:

AGENDA

1. **APOLOGIES**

   To receive any apologies for absence.

2. **MINUTES (Pages 7 - 28)**

   To approve as a correct record the minutes of the Special Council Meeting held on 18 November 2021 and the ordinary Council Meeting held on 18 November 2021.

3. **DECLARATIONS OF INTEREST**

   To receive from Members, declarations of the existence of any disclosable pecuniary, or non-pecuniary, interests and the nature of those interests in relation to any agenda item. Please see Agenda Notes.

4. **CALL OVER**

   (a) Call over (items 9-15) will be read out at the meeting and Members invited to reserve the items for discussion.

   (b) To approve the recommendations of those reports which have not been reserved for discussion.

5. **PUBLIC QUESTION TIME (15 MINUTES)**

The opportunity is given to members of the public to put questions to Cabinet Members or Committee Chairs provided that a question does not relate to:

- Matters which are the subject of current or pending legal proceedings or
- Matters relating to employees or former employees of the Council or comments in respect of individual Council Officers.

To ask a question at this meeting, please submit it to democratic.services@gloucester.gov.uk by 12 noon on Friday 21 January 2022 or telephone 01452 396203 for support.

6. **PETITIONS AND DEPUTATIONS (15 MINUTES)**

A period not exceeding three minutes is allowed for the presentation of a petition or deputation provided that no such petition or deputation is in relation to:

- Matters relating to individual Council Officers, or
- Matters relating to current or pending legal proceedings

7. **ANNOUNCEMENTS**

To receive announcements from:

a) The Mayor
b) Leader of the Council
c) Members of the Cabinet
d) Chairs of Committees
e) Head of Paid Service

8. **MEMBERS' QUESTION TIME**

a) Leader and Cabinet Members' Question Time (45 minutes)

Any member of the Council may ask the Leader of the Council or any Cabinet Member any question upon:

- Any matter relating to the Council's administration
- Any matter relating to any report of the Cabinet appearing on the Council's summons
- A matter coming within their portfolio of responsibilities

c) Questions to Chairs of Meetings (15 Minutes)

Questions and responses will be published at least 24 hours before the meeting. Supplementary questions will be put and answered during the meeting, subject to the relevant time limit.

ISSUES FOR DECISION BY COUNCIL

9. **COUNCIL PLAN 2022-2024 (Pages 29 - 46)**

To consider the report of the Leader of the Council presenting the draft Council Plan 2022-24 for approval.

10. **GLOUCESTER CITY COMMISSION TO REVIEW RACE RELATIONS FINAL REPORT (Pages 47 - 104)**

To consider the report of the Leader of the Council presenting the work and findings of the Gloucester City Commission to Review Race Relations as set out in their final report with a set of recommendations that attempt to improve the lives of, and enhance opportunities for, Black and Minority Ethnic (BAME) communities within the City.

11. **LOCAL COUNCIL TAX SUPPORT SCHEME 2022/23 (Pages 105 - 108)**

To consider the report of the Cabinet Member for Performance and Resources that sought approval to retain the current Local Council Tax Support Scheme for 2022/23.

12. **APPOINTMENT OF EXTERNAL AUDITOR (Pages 109 - 118)**

To consider the report of the Director of Policy and Resources concerning the appointment of an External Auditor.

13. **PROGRAMME OF MEETINGS, MAY 2022-APRIL 2024 (Pages 119 - 148)**

To consider the report of the Policy and Governance Manager seeking approval for a two-year programme of ordinary meetings of Council and other meetings for the period of May 2022 to April 2024.

14. **APPOINTMENTS**

To note the following appointments:

- Councillor Gravells appointed to the seat vacated by Councillor S. Chambers on the Overview and Scrutiny Committee following her appointment to the Cabinet.
- Councillor Gravells appointed to the seat vacated by Councillor S. Chambers on the General Purposes Committee following her appointment to the Cabinet.

15. **URGENT DECISIONS REPORTED TO COUNCIL**

In accordance with the Constitution, to note that Cabinet, with the agreement of the Chair of the Overview and Scrutiny Committee, took an urgent exempt decision on 12 January 2022 concerning the approval of leases at St Oswalds, Eastgate Centre and Kings Walk. The decision was urgent and not subject to call in because any delay was likely to seriously prejudice the Council's or the publics' interests.

MOTIONS FROM MEMBERS

16. **NOTICES OF MOTION**

1. PROPOSED BY COUNCILLOR CHAMBERS-DUBUS

This council believes that young people are important and recognises the positive contribution that young people make to the city.

Young people have ideas, views and opinions about things that affect their lives, their communities and their city.

Young people have a contribution to make to the life and development of the city and whilst there have been some initiatives in recent years there is currently no process or structure that enables the council to communicate and understand the views that young people have.

It is therefore time to revisit and review this important issue.

Council therefore resolves to:

- Review the processes and methods it uses to engage, involve and consult with young people.
- Request that the Overview and Scrutiny Committee set up a task and finish group to consider how the council engages with young people.
- Actively involve young people in this process.
- Make a report and recommendations to cabinet about how to engage and communicate with young people in future.

2. PROPOSED BY COUNCILLOR A. CHAMBERS

“This Council recognises that the illegal use of knives among young people is increasing and that increases the risk to our communities and impacts the future of our City.

This Council supports our colleagues in the police and their efforts to increase neighbourhood policing and offers assistance in any way we can. Local policing and our system working together effectively is the only way to avoid this growing issue becoming a bigger threat to us all. We are committed to working alongside the PCC to develop plans to tackle knife crime and address the issues affecting our young people which leads them to need to carry a knife, or into gang culture. Prevention is our greatest weapon.

This council commits to asking the Stronger Safer Gloucester Partnership to support the creation of a group focusing on the issue of knife crime and working together to tackle it, by learning from incidents, involving residents and young people and looking for solutions which will make a difference. It shall develop and instigate plans to adopt a public health approach to the issue of knife crime, as demonstrated elsewhere in the UK. This will see emphasis on collective responsibility for statutory services, focus on whole populations, not just high risk individuals, emphasise on prevention and getting “upstream”, concern for tackling

underlying inequalities. It will require a system wide, multidisciplinary approach, including business and partnership with the community.

The results of this work will be reported to Cabinet and to the Overview and Scrutiny Committee if requested."

3. PROPOSED BY COUNCILLOR WILLIAMS

"Drink Spiking has seen a significant rise within recent months and Gloucestershire Police has had in excess of 100 reports made since July 2021, and in response they have become the first police force to introduce the use of drugs testing machines as part of a newly launched anti-drink spiking campaign, Operation Nightingale.

Gloucester's Night Time Economy partnership Nightsafe works with the police to adopt a zero tolerance approach to the misuse of drugs and alcohol and encourages all venues to proactively take measure to tackle spiking, but more can be done to ensure a consistent approach to the increasing issue of spiking.

This council:

- thanks the proactive work of the police and all partners of the night time economy who are working towards a zero tolerance approach to spiking.

- commits to asking the Nightsafe Partnership to work with all partner organisations to create a voluntary scheme for licensed venues in Gloucester, to set out measures to mitigate drink spiking, to include support with staff training practices, templates, and guidance on responding to and reporting spiking incidents.

4. PROPOSED BY COUNCILLOR RADLEY

"This council notes that prior to the pandemic, there was a thriving car boot sale taking place on the council facility at Hempsted Meadows.

This council notes that the site was leased to the NHS in 2020 in order to carry out Covid testing.

This council thanks the staff and NHS for their work as part of the national effort to fight Covid and keep people safe through testing, tracing and isolating.

This council believes that car boot sales can have a positive impact in our communities, promoting the practices of recycling and reuse, stimulating the economy and providing important social contact for many people.

That car boots allow recycling of goods through sales of second hand products, from clothing and household items to games, books and vinyl records, allowing anyone to equip themselves cheaply for work, school or college, or just to enjoy a low-cost bargain hunt.

This council believes that Gloucester can support a well-managed car boot sale, and that if run under Covid-safe measures there is no reason why a car boot sale could not return.

This council therefore calls on the cabinet member responsible, to start negotiations to bring back the Hempsted car boot sale at the earliest opportunity, once the NHS no longer needs the site, or to find a suitable alternative."

17. **EXCLUSION OF PRESS AND PUBLIC**

To **RESOLVE:**

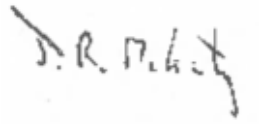
that the press and public be excluded from the meeting during the following item of business on the grounds that it is likely, in view of the nature of business to be transacted or the nature of the proceedings, that if members of the press and public are present during consideration of this item there will be disclosure to them of exempt information as defined in Schedule 12A of the Local Government Act 1972 as amended.

Agenda Item No.	Description of Exempt Information
18	Paragraph 3: Information relating to the financial or business affairs of any particular person (including the authority holding that information).

18. **MINUTES (Pages 149 - 150)**

To approve as a correct record the exempt minutes of the ordinary Council Meeting held on 18 November 2021.

Yours sincerely



Jon McGinty
Managing Director

COUNCIL

MEETING : Thursday, 18th November 2021

PRESENT : Cllrs. Finnegan, Tracey, Cook, H. Norman, Gravells MBE, Hudson, Morgan, Hilton, Pullen, Lewis, Wilson, Bhaimia, Williams, D. Brown, Taylor, Field, Organ, Toleman, Brooker, J. Brown, Hyman, Melvin, Ackroyd, Castle, A. Chambers, S. Chambers, Chambers-Dubus, Conder, Dee, Durdey, Evans, Kubaszczyk, Padilla, Radley and Zaman

Others in Attendance
Managing Director
Monitoring Officer
Head of Communities
Head of Culture
Head of Place
Head of Policy and Resources
Policy and Governance Manager
Democratic and Electoral Services Team Leader

APOLOGIES : Cllrs. Patel, Bowkett, O'Donnell and Sawyer

39. DECLARATIONS OF INTEREST

39.1 There were no declarations of interest.

40. CHANGE OF WARD NAME – MATSON AND ROBINSWOOD

40.1 The Leader of the Council, Councillor Cook, introduced the report inviting Members to approve changing the name of 'Matson and Robinswood' ward to 'Matson, Robinswood and White City' ward. He drew to Members' attention the fact that beginning the process to change the name of the ward had been agreed by Council in March 2021 and noted that of those who had responded, two thirds were in favour of the change.

40.2 Councillor Hilton stated that his view was that names of electoral wards should be kept as short as possible. He also noted the small number of

residents who had responded to the consultation and indicated that the Liberal Democrat Group would abstain.

40.3 Councillor Pullen reminded Members that the original proposal was by way of motion from a previous Labour Councillor for Matson and Robinswood, Councillor Coole. He shared his view that it was important that those who identified as living in the White City area of the City were recognized as such and that this be reflected in the name of the ward.

40.4 Councillor A. Chambers spoke in favour of changing the name of the ward and informed Members that there was support for this in the community which he had heard first hand.

40.5 Councillor Padilla noted that White City was used in the title of many organisations in the area and that changing the name of the electoral ward would better reflect this reality.

RESOLVED that:- The name of Matson and Robinswood Ward be changed to Matson, Robinswood and White City Ward.

Time of commencement: 6.30 pm hours
Time of conclusion: 6.45pm hours

Chair

COUNCIL

MEETING : Thursday, 18th November 2021

PRESENT : Cllrs. Finnegan, Tracey, Cook, H. Norman, Gravells MBE, Hudson, Morgan, Hilton, Pullen, Lewis, Wilson, Bhaimia, Williams, D. Brown, Taylor, Field, Organ, Toleman, Brooker, J. Brown, Hyman, Melvin, Ackroyd, Castle, A. Chambers, S. Chambers, Chambers-Dubus, Conder, Dee, Durdey, Evans, Kubaszczyk, Padilla, Radley and Zaman

Others in Attendance
Managing Director
Monitoring Officer
Head of Communities
Head of Culture
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Policy and Governance Manager
Democratic and Electoral Services Team Leader

APOLOGIES : Cllrs. Patel, Bowkett, O'Donnell and Sawyer

41. BY ELECTION RESULTS

RESOLVED that:- Council **NOTE** the recent Longlevens by-election result which was won by Councillor Sarah Sawyer (Liberal Democrat).

42. MINUTES

42.1 The minutes of the meeting held on 23 September 2021 were approved and signed by the Mayor as a correct record.

43. DECLARATIONS OF INTEREST

43.1 Councillor Melvin declared an interest in agenda item 16 by virtue of her being a Council appointed Director to Gloucestershire Airport Ltd.

44. CALL OVER

44.1 The Mayor invited Members to indicate whether they wished to reserve agenda items 10, 11 and 16for discussion. Members indicated that they wished to reserve items 11, and 16 for discussion. Agenda Item 12 (Review of Political Balance on Committees and Various Appointments) could not be called over as nominations were required.

44.2 Councillor Cook (Leader of the Council) moved and Councillor H Norman (Deputy Leader of the Council) seconded that the Gambling Act 2005 – Revised Statement of Principles following 10 week consultation be approved.

RESOLVED that:- Council adopt the Gambling Act 2005 Statement of Principles for 2022-2025 and authorises the Head of Communities to publish and advertise it.

45. PUBLIC QUESTION TIME

45.1 A Gloucester resident asked the Leader of the Council and Cabinet Member for Environment, Councillor Cook, what happened to waste from residents' green boxes. Councillor Cook advised that different recyclates were separately baled and confirmed that only waste from black bins was sent to an incinerator although he stated that the resident would appreciate that some will put recyclable material in non recycling bins.

45.2 The resident referred to reports that Barton Street was one of the most polluted places in the country and asked if there were any plans for the City Council to improve air quality in the area. Councillor Cook advised that the responsibility upon the City council was a monitoring one and that it was required to notify the County Council should air pollution reach a particular threshold. He was not aware that anywhere had reached this threshold but should any area do so, the County Council would be informed - upon which, responsibility to take action would lie with that authority.

46. PETITIONS AND DEPUTATIONS

46.1 There were no petitions or deputations.

47. ANNOUNCEMENTS

The Mayor

47.1 The Mayor thanked Members for attending the recent Remembrance Sunday commemorations.

Leader of the Council

47.2 Councillor Cook announced that Councillor Morgan would be standing down from his role of Cabinet Member for Culture and Leisure and that Councillor Lewis would take up the position. He thanked Councillor Morgan for all his

hard work over recent years and, in particular, all the events he had been involved with organizing and promoting.

47.3 Councillor Cook announced that Gloucester's bid to the 'Levelling Up' fund had been successful and that a £20m award had been made to support ongoing projects including the Forge, the Fleece and the University of Gloucestershire developing the former Debenhams building.

Members of the Cabinet

47.4 The Cabinet Member for Culture reminded Members that the lantern procession (as part of the Bright Nights festival) would take place on Sunday 26 September beginning at Blackfriars. He also informed Members that £270k worth of grants to the City had been awarded by both the Government and various organisations. Teams had been able to put on some very successful events and that more were sure to follow.

47.5 Noting that this would be his final meeting as Cabinet Member, Councillor Morgan paid tribute to his predecessor, the late Councillor Noakes, who had laid significant groundwork for all the good work over the last few years. He thanked his Cabinet colleagues and Members more widely for their support.

47.6 He also thanked all the officers who had given invaluable advice and insight and welcomed Councillor Lewis to the role. In closing, Councillor Morgan paid tribute to his wife for her support, patience and understanding during his time as Cabinet Member.

47.7 The Cabinet Member for Planning and Housing Strategy, Councillor Gravells, reiterated the Council continuing to support the aim of to rehouse Afghan refugees. Three families had moved in thus far while two families were almost at the stage where they were ready to move into properties.

47.8 Further, Councillor Gravells informed Members that a further three properties had been offered. He also announced that the Council had been awarded £145k as an exceptional winter 'top up' which was additional funding to be used to hep some of the most vulnerable people in Gloucester. With cold weather approaching, Councillor Gravells reminded Members that if they were to encounter someone sleeping rough, to inform Street Link – details of which would be circulated.

47.9 The Cabinet Member for Communities and Neighbourhoods, Councillor Hudson, informed Members that a recent bid to the Office of the Police and Crime Commissioner (OPCC) had been successful. The award was worth £500k for the City with a further £500k being made available for the County as a whole. These funds would be used to support measures surrounding Gloucester Park and targeted towards women and girls' safety. The next step would be to ascertain from women and girls what they would like to see being done to ensure their safety. Councillor Hudson thanked the OPCC for their consideration and for the award.

Head of Paid Services

47.10 The Head of Paid Service informed Members that this would be the Head of Place's final Council meeting as he was to take up a Directorship in his home authority. He paid tribute to his achievements while at Gloucester City including the ongoing regeneration of the City and the recently successful levelling up bid.

48. MEMBERS' QUESTION TIME

48.1 Councillor Hilton noted that following examination of the draft City Plan, the Planning Inspectorate had found that, while the draft was not entirely sound, it could be made to be so. Following the recommendation that 66 modifications be made, he asked the Cabinet Member for Housing and Planning Strategy if the Cabinet would agree to these so that consultation could begin.

48.2 Councillor Gravells stated it was excellent that Gloucester had a City Plan, which had passed the legal test, and that the recommendations were to be considered by Cabinet. Councillor Gravells pointed to mechanisms such as the Planning Policy Members Working Group and regular briefings for how Members could air their thoughts on such matters.

48.3 Councillor Hilton noted that three of the modifications recommended were in Kingsholm and Wotton and that there was a proposal for more homes (approximately 400). In response to a query from Councillor Hilton regarding how it could be ensure that at least one site was begun during the lifetime of this Council, Councillor Gravells agreed that more affordable homes were need and that he would get such information to him. Councillor Gravells also advised that he would provide a written response to Councillor Hilton's on what plans were being made in respect of the Wessex House.

48.4 Councillor Pullen conveyed the thanks of the Labour Group for all the work undertaken by the outgoing Head of Place. He asked the Cabinet Member for Performance and Resources, Councillor Norman, why a proposed move of office accommodation was made public prior to Members being fully briefed. Councillor Norman advised that the proposal would go through the full democratic process and that detailed papers would be made available the next day for consideration by the Overview and Scrutiny prior to consideration by Cabinet.

48.5 In response to a supplementary question regarding the future of the Gateway, Councillor Norman stated that comments were always welcome throughout the decision making process.

48.6 Councillor Pullen asked Councillor Morgan if he supported a proposal from the local MP that, once the tennis courts in Moreland had been resurfaced residents be charged a fee to use them. Councillor Morgan stated that he was aware of ongoing discussions and that there would be a consultation.

48.7 Councillor Pullen noted that there was no reference to charging in the playing pitch strategy and queried whether placing a fee on the courts' use would dissuade those who would benefit most from using them. Councillor Morgan expressed the view that it was possible that a number of options would be considered.

48.8 Councillor D. Brown asked Councillor Cook whether there would be a refounding of the Environment and Ecology Forum following the departure of a key officer. Councillor Cook advised that he was very much in favour of restarting it and would look to do this as soon as was possible.

48.9 Councillor J. Brown asked of Councillor Cook why, following a motion at the last Council meeting, Members were having difficulties getting trees to plant in their wards. Councillor Cook advised that the climate change manager was preparing the plans and intended to speak with every Councillor.

48.10 Councillor Chambers-Dubus asked whether Members could receive a list of streets which had experienced a missed waste collection. Councillor Cook advised that he would ask officers to look into providing this and highlighted that four new drivers had started and that, in the previous two weeks, no collections had been missed.

48.11 In response to a supplementary question from Councillor Chambers-Dubus on what residents should do should their collection be missed, Councillor Cook advised on how best to report such incidences.

48.12 Councillor Bhaimia stated that flytipping the in the Barton and Tredworth area was getting worse and asked that more CCTY be installed and if the level of fines could increase. Councillor Cook advised that there were four new officers to deal with this who were working on investigating incidences of flytipping and that the amount the Council could fine was set down in law.

48.13 With regard to footfall at the museum having decreased, Councillor Field asked what opportunities were being explored to diversify income generation. Councillor Morgan advised that there was a cultural development officer in place, that an exhibition was currently on display and further such attractions were planned. He further confirmed that the Council would keep the museum open.

48.14 Councillor Wilson noted that the Council's phone lines had not been working for a day in recent weeks and queried why this had happened. Councillor Norman advised that it was an issue with the third party provider and that an investigation would take place.

49. GAMBLING ACT 2005 – REVISED STATEMENT OF PRINCIPLES FOLLOWING 10 WEEK CONSULTATION

RESOLVED that: - Council adopt the Gambling Act 2005 Statement of Principles for 2022-2025 and authorises the Head of Communities to publish and advertise it.

50. CONSTITUTIONAL CHANGES

50.1 Councillor Cook moved and Councillor Norman seconded the motion.

50.2 Councillor Cook outlined the proposed changes to the constitution regarding the introduction of a notice period for questions to Cabinet Members and Chairs of Committees. He stated that by providing their question in advance, both the public and Members would benefit from a detailed answer following thorough investigation. This approach would also match that of other Councils.

50.3 Councillor Hilton moved and Councillor Wilson seconded the following amendment:

That the recommendations of the General Purposes Committee be rejected in favour of keeping the current system of public and member questions at council, cabinet and at council committees.

Subject to the constitution being changed to allow for public written questions, where if three working days' notice is given in writing of the question, it will be guaranteed a written answer will be provided 24 hours before the start of the meeting in question.

50.4 Councillor Hilton stated his belief that verbal question time worked well and that, in the main, Cabinet Members had good oversight of their portfolios. He further stated that the current format provided for detail to be provided in respect of more technical questions through the mechanism of written questions and that by having to provide the question in advance, officers may be over burdened in terms of researching the answer at short notice.

50.5 Councillor Cook stated that Cabinet Members did not take issue with answering questions verbally but that the proposed changes would align the Council with other Councils and would deliver more cogent answers. He further stated that advanced submission of questions may garner further interest from the public and local media.

50.6 Councillor Wilson queried who the proposed change would benefit and suggested that barriers would be created for the public. He also suggested that officers would be under pressure to deliver quick answers while accepting that sometimes a written answer was appropriate while welcoming the fact that the changes would be reviewed.

50.7 The amendment was not accepted.

50.8 Councillor Pullen moved and Councillor Chambers-Dubus seconded the following amendment:

50.9 Council is asked to RESOLVE to

(1) Consider the recommendations of the General Purposes Committee and adopt reject the proposed changes to the Constitution, subject to:

- Until a full People Impact Assessment has been carried out that establishes how the proposed changes will impact on people with low literacy skills, whose first language is not English and who are affected by literacy issues such as dysgraphia and dyslexia.

- Reducing the notice required for question by Members at meetings of the Cabinet to three clear working days.

- A requirement that General Purposes Committee will review the operation of the proposed changes after three ordinary meetings of Council and decide whether to recommend to Council a return to previous arrangements or any other changes.

(2) Note that, as the report proposes to make changes to the Council Procedure Rules, in accordance with Council Procedure Rule 10 and 12, the proposed amendments, if agreed, shall stand adjourned until the next ordinary Council meeting.

50.10 Councillor Pullen submitted that the current system worked well for debate and transparency and noted that Cabinet Members were fully briefed on a regular basis. He queried why change it if it was working well. In outlining the amendment, Councillor Pullen noted that a People Impact screening had been carried out and whilst reference to disability had been made, literacy skills had not.

50.11 The amendment was not accepted. Councillor Williams, Chair of the General Purposes Committee, advised that People Impact Assessments were carried out for all Council decisions and that this was an inclusive Council. Councillor Hilton expressed his support for the amendment and stated that removing the ability to put questions verbally must be very carefully considered.

50.12 Councillor Melvin spoke against the amendment and shared her view that verbal questions often become a vehicle for making statements rather than putting questions.

50.13 Councillor A. Chambers stated that the Conservative Party was an inclusive one which listened to and engaged with the community. With the proposed changes, more thorough investigation of questions and clarity of answers would be enabled.

50.14 Councillor Chambers-Dubus informed Members that she had dyslexia and throughout her life had been put off from engaging in matters which involved written communication and that there were others for whom this was an issue. She highlighted that there would be some who would feel unable to submit questions in writing but would be able to ask them verbally – similarly for those for whom English was not their first language.

50.15 The amendment was put to the vote and was lost.

50.16 Councillor Hilton proposed and Councillor Wilson seconded the following amendment:

That the recommendations of the General Purposes Committee be changed by the deletion of the first bullet point in clause one and replacing it with the following text.

That written questions to cabinet and council be presented to democratic services at 23.59 hours on the Sunday before the meetings. Assuming council is on a Thursday evening and cabinet on Wednesday evening. That written replies will be published and provided directly to the questioner 24 hours before the start of the meeting.

That member question time at full council be extended to 45 minutes.

50.17 The amendment was not accepted.

50.18 Following a brief adjournment, Councillor Hilton proposed and Councillor Wilson seconded the following alternative amendment:

That the recommendations of the General Purposes Committee be changed by the deletion of the first bullet point in clause one and replacing it with the following text:

- That written questions to Cabinet be presented to Democratic Services 2 clear working days before the meeting. That written replies will be published by 12 noon on the day of the meeting.

- That written questions to Council be presented to Democratic Services 5 clear working days before the meeting. That written replies will be published at least 24 hours before the meeting.

- The answers to published questions will normally be taken as read.

- That member question time at full council be extended to 45 minutes.

50.19 The amendment was accepted.

50.20 Councillor Hilton proposed and Councillor Wilson seconded the following amendment:

That an additional clause be added to the resolution on constitutional changes, agenda item 11.

That both opposition group leaders retain the right to ask two verbal questions, plus two supplementary questions without notice to cabinet members at the beginning of full council question time.

50.21 The amendment was not accepted.

50.22 Councillor Hilton proposed and Councillor Wilson seconded the following amendment:

- That an additional clause be added to the resolution on constitutional changes, agenda item 11.

- That both opposition group leaders are afforded the right to respond verbally to announcements made by the Leader of the Council, Cabinet Members and the Head of Paid Service at full council – procedural rule 2.02 (vii)

- That the opposition group leaders would only speak once and at the end of the announcements. That maximum time afforded to each group leader would be 3 minutes.

50.23 Councillor Hilton stated that he would appreciate the ability to comment on announcements where it was warranted. He clarified that this would not be utilised at every meeting but where something was worth of comment.

50.24 Councillor Wilson shared his view that it is was a principle to afford opposition groups a right of reply.

50.25 The amendment was not accepted.

RESOLVED that:-

(1) Council adopts the proposed changes to the Constitution, subject to:

- That written questions to Cabinet be presented to Democratic Services 2 clear working days before the meeting.

- That written replies will be published by 12 noon on the day of the meeting.

- That written questions to Council be presented to Democratic Services 5 clear working days before the meeting.

- That written replies will be published at least 24 hours before the meeting.

- The answers to published questions will normally be taken as read.

- That member question time at full council be extended to 45 minutes.

- A requirement that General Purposes Committee will review the operation of the proposed changes after three ordinary meetings of Council and decide whether to recommend to Council a return to previous arrangements or any other changes.

(2) Note that, as the report proposes to make changes to the Council Procedure Rules, in accordance with Council Procedure Rule 10 and 12, the proposed

amendments, if agreed, shall stand adjourned until the next ordinary Council meeting.

51. REVIEW OF POLITICAL BALANCE ON COMMITTEES AND VARIOUS APPOINTMENTS

51.1 Councillor Cook proposed and Councillor Norman seconded the proposals contained within the report.

51.2 In respect of proposed seat allocations on Committees, Councillors Hilton and Pullen confirmed their agreement to the proposals whereby the Labour Group would not lose a seat on a Committee.

51.3 Councillor Cook proposed that Councillor Morgan be elected Vice Chair of the Planning Committee.

51.4 Councillor Hilton proposed that Councillor D. Brown be elected Vice Chair of the Planning Committee.

51.5 Both proposals were put to the vote and Councillor Morgan was elected Vice Chair of the Planning Committee.

51.6 Councillor Cook proposed Councillor Finnegan to be elected Chair of the General Purposes Committee.

51.7 Councillor Wilson proposed that Councillor Hilton be elected Chair of the General Purposes Committee.

51.8 Both proposals were put to the vote and Councillor Finnegan was elected Chair of the General Purposes Committee.

RESOLVED that:

(1) Approve the proposed changes to membership of Committees as set out in the report be approved, following the Leaders of the Liberal Democrat and Labour Groups having reached agreement on their seat allocations as set out in paragraph 3.7.

(2) Receive and note the following nominations to Committees as required by the proposed changes:

Overview and Scrutiny Committee – 1 additional seat (Liberal Democrat) – Councillor Sarah Sawyer.

Planning Committee – 1 vacant seat (Conservative) – Councillor Pam Tracey.

Licensing and Enforcement Committee – 1 vacant seat (Conservative) – Councillor Jaro Kubaszczyk.

(3) Receive and note the following nominations to Committees resulting from changes to the Cabinet:

Councillor Durdey to be appointed as Conservative Spokesperson on the Overview and Scrutiny Committee.

Councillor Morgan to replace Councillor Lewis on Planning Committee.

Councillor Morgan to replace Councillor Lewis on Planning Policy Working Group

(4) Councillor Morgan be appointed Vice Chair of the Planning Committee;

(5) Councillor Finnegan be appointed Chair of the General Purposes Committee.

52. NOTICES OF MOTION

Motion from the Labour Group

52.1 Councillor Pullen moved and Councillor Chambers-Dubus seconded the following motion:

52.2 "For many years Gloucester has been home to a wide and diverse community with people from many nationalities, faiths and cultures living in the city. The city has been pleased to offer homes to people from all backgrounds and has strived to be a welcoming and friendly place. Gloucester recognises the contribution that people from diverse cultures and faiths make to the city and values the positive part they play. Gloucester is committed to welcoming asylum seekers, refugees and those fleeing violence and conflict.

This council therefore wishes for the good work that is already in place to be further developed and recognised by supporting Gloucester to become a City of Sanctuary.

Whilst there are many aspects of good practice in place there is still a process to go through to ensure that the whole city fully understands and meets the City of Sanctuary framework. Specifically, this would include:

- Continuing to develop a culture of welcome, respect and hospitality for people from all backgrounds and particularly for those seeking sanctuary.

- Valuing the contribution those seeking sanctuary can make to the city.

- Developing a plan to work towards greater inclusion and equality for people seeking sanctuary.

- Creating greater public awareness of the needs and issues faced by those seeking sanctuary across the whole city, through a range of initiatives, projects and activities.

Council Resolves:

(1) To seek recognition as a City of Sanctuary.

(2) To sign up to the City of Sanctuary Charter and its principles and values.

(3) Join the City of Sanctuary local authority network.

(4) To set up a task and finish group to oversee the process working in partnership with key partners and community groups to establish a timetable and action plan for achieving City of Sanctuary status.

(5) That an initial report be bought to the Overview and Scrutiny Committee and Cabinet at the earliest possible opportunity outlining the actions needed to obtain City of Sanctuary designation."

52.3 Councillor Hudson proposed and Councillor Lewis seconded the following amendment:

"For many years Gloucester has been home to a wide and diverse community with people from many nationalities, faiths and cultures living in the city. The city has been pleased to offer homes to people from all backgrounds and has strived to be a welcoming and friendly place. Gloucester recognises the contribution that people from diverse cultures and faiths make to the city and values the positive part they play. Gloucester is committed to welcoming asylum seekers, refugees and those fleeing violence and conflict.

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- Developing a plan to work towards greater inclusion and equality for people seeking sanctuary.

- Creating greater public awareness of the needs and issues faced by those seeking sanctuary across the whole city, through a range of initiatives, projects and activities.

Council Resolves:

(1) To seek recognition as a City of Sanctuary.

(2) To ~~sign up~~ **work** to **embed** the City of Sanctuary Charter and its principles and values **in our policies and work, where appropriate and promote these with all partners and voluntary organisations.**

~~(3) Join the City of Sanctuary local authority network.~~

~~(4) To set up a task and finish group to oversee the process working in partnership with key partners and community groups to establish a timetable and action plan for achieving City of Sanctuary status.~~

~~(5) That an initial report be bought to the Overview and Scrutiny Committee and Cabinet at the earliest possible opportunity outlining the actions needed to obtain City of Sanctuary designation.~~"

(3) **To work towards the criteria to register for local authority status as part of the City of Sanctuary network.**

(4) **To bring forward a report to Cabinet to update on the progress made towards achieving City of Sanctuary status in 12 months' time to determine future actions.**"

RESOLVED that: -

"For many years Gloucester has been home to a wide and diverse community with people from many nationalities, faiths and cultures living in the city. The city has been pleased to offer homes to people from all backgrounds and has strived to be a welcoming and friendly place. Gloucester recognises the contribution that people from diverse cultures and faiths make to the city and values the positive part they play. Gloucester is committed to welcoming asylum seekers, refugees and those fleeing violence and conflict.

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- Valuing the contribution those seeking sanctuary can make to the city.

- Developing a plan to work towards greater inclusion and equality for people seeking sanctuary.

- Creating greater public awareness of the needs and issues faced by those seeking sanctuary across the whole city, through a range of initiatives, projects and activities.

Council Resolves:

(1) To seek recognition as a City of Sanctuary.

(2) To work to embed the City of Sanctuary Charter and its principles and values in our policies and work, where appropriate and promote these with all partners and voluntary organisations.

(3) To work towards the criteria to register for local authority status as part of the City of Sanctuary network.

(4) To bring forward a report to Cabinet to update on the progress made towards achieving City of Sanctuary status in 12 months' time to determine future actions."

Motion from the Liberal Democrat Group

52.4 Councillor Hyman proposed and Councillor Wilson seconded the following motion:

"This Council supports the Government in its commitment to abolish conversion therapy. It notes the consultation period which ends on 10th December and requests the Managing Director to complete the online consultation form on behalf of the City Council (https://equalityhub.citizenspace.com/government-equalities-office/banning-conversion-therapy/). Abolishing conversion therapy would help the work of support groups.

Conversion therapy is the practice of attempting to change an individual's sexual orientation from homosexual or bisexual to heterosexual using psychological, physical, or spiritual interventions. There is no actual evidence that sexual orientation can be changed and medical institutions warn that conversion therapy practices are ineffective and potentially harmful. This Council considers, therefore, conversion therapy to be a barbaric outdated practice which has caused immeasurable harm to many both physically and mentally. It has no place in a civilised society.

Section 149 of the Equality Act 2010 places a public sector equality duty on the council to eliminate harassment and victimisation and to foster good relations between persons who share or don't share a protected characteristic. Therefore, someone with a protected characteristic should not try to change that of another by conversion therapy.

This Council urges the Government to ban conversion practices outright whether they be by physical means, such as electric shock treatment or

hormone therapy, or by counselling including exorcisms. There is plenty of evidence from survivors that these methods do not work and adverse effects can include shame, guilt, depression, suicide, sacrificed same sex relationships, experimental opposite sex marriages, self-imposed isolation and loneliness. The list goes on.

This Council notes the current proposals allow adults to give "informed consent". This is usually when people are at their most vulnerable. This Council urges the Government not to allow anti LGBT opinion to water down the legislation making it less effective."

52.5 Councillor Hudson proposed and Councillor Lewis seconded the following amendment:

"This Council supports the Government in its commitment to abolish conversion therapy. It notes the consultation period which ends on 10th December and requests the Managing Director to complete the online consultation form on behalf of the City Council (https://equalityhub.citizenspace.com/government-equalities-office/banning-conversion-therapy/). Abolishing conversion therapy would help the work of support groups.

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~~Section 149 of the Equality Act 2010 places a public sector equality duty on the council to eliminate harassment and victimisation and to foster good relations between persons who share or don't share a protected characteristic. Therefore, someone with a protected characteristic should not try to change that of another by conversion therapy.~~

~~This Council urges the Government to ban conversion practices outright whether they be by physical means, such as electric shock treatment or hormone therapy, or by counselling including exorcisms. There is plenty of evidence from survivors that these methods do not work and adverse effects can include shame, guilt, depression, suicide, sacrificed same sex relationships, experimental opposite sex marriages, self-imposed isolation and loneliness. The list goes on.~~

This Council notes the current proposals allow adults to give "informed consent". This is usually when people are at their most vulnerable. This Council urges the Government not to allow anti LGBT opinion to water down the legislation making it less effective."

The amendment was accepted and became the substantive motion. This was put to the vote and was carried.

RESOLVED that:-

This Council supports the Government in its commitment to abolish conversion therapy. It notes the consultation period which ends on 10th December and requests the Managing Director to complete the online consultation form on behalf of the City Council (https://equalityhub.citizenspace.com/government-equalities-office/banning-conversion-therapy/). Abolishing conversion therapy would help the work of support groups.

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This Council notes the current proposals allow adults to give “informed consent”. This is usually when people are at their most vulnerable. This Council urges the Government not to allow anti LGBT opinion to water down the legislation making it less effective.

Motion from the Liberal Democrat Group

52.6 Councillor Hilton proposed and Councillor Field seconded the following motion:

“This council agrees that the kerbside collection of plastics and other materials for recycling is a positive action this council can take to protect the environment.

This council notes that the city council’s contractor Urbaser has been failing to meet its contractual obligations to collect dry waste put out for recycling, with neighbourhoods across the city suffering from missed collections.

This council calls on the cabinet to take urgent action to rectify the situation and to restore the weekly collection of dry recyclable materials so that no area of the city is missed out in the future.”

52.7 The motion was put to the vote and was lost.

Motion from the Liberal Democrat Group

52.8 Councillor Field proposed and Councillor Conder proposed the following motion:

"Council notes that Small Business Saturday 2021 is coming up on 4th December. Small Business Saturday has grown into a significant event – with a record £1.1 billion spent with small businesses during last year's event. Council recognises that this is an excellent opportunity to promote small businesses in Gloucester and to celebrate the contribution smaller businesses make to our city.

Council believes that Small Businesses are the heart and soul of our local high streets. It is only by supporting our local independent businesses that we can also help our local high streets to thrive.

Council resolves to:

(a) Ask the Leader of the Council to ensure that the Council participates fully in Small Business Saturday on 4th December 2021.

(b) Request that officers work closely with local business organisations and smaller enterprises across Gloucester to make them aware of the day and encourage them to sign up.

(c) Ensure that Small Business Saturday is promoted thoroughly and prominently on the Council's website, social media channels and other external communications.

(d) Develop a year round communications plan to continue promoting local small businesses and encouraging residents in Gloucester to shop small and shop local all year round.

(e) Investigate further ways to increase shopper numbers around Small Business Saturday and in the lead up to Christmas – such as free car parking in the city centre on busy shopping days – and establish a regular programme of measures to support small businesses.

52.9 The motion was put to the vote and was carried.

RESOLVED that:-

"Council notes that Small Business Saturday 2021 is coming up on 4th December. Small Business Saturday has grown into a significant event – with a record £1.1 billion spent with small businesses during last year's event. Council recognises that this is an excellent opportunity to promote small businesses in Gloucester and to celebrate the contribution smaller businesses make to our city.

Council believes that Small Businesses are the heart and soul of our local high streets. It is only by supporting our local independent businesses that we can also help our local high streets to thrive.

Council resolves to:

(a) Ask the Leader of the Council to ensure that the Council participates fully in Small Business Saturday on 4th December 2021.

(b) Request that officers work closely with local business organisations and smaller enterprises across Gloucester to make them aware of the day and encourage them to sign up.

(c) Ensure that Small Business Saturday is promoted thoroughly and prominently on the Council's website, social media channels and other external communications.

(d) Develop a year round communications plan to continue promoting local small businesses and encouraging residents in Gloucester to shop small and shop local all year round.

(e) Investigate further ways to increase shopper numbers around Small Business Saturday and in the lead up to Christmas – such as free car parking in the city centre on busy shopping days – and establish a regular programme of measures to support small businesses.

53. WRITTEN QUESTIONS TO CABINET MEMBERS

53.1 In respect of question five, Councillor Field stated that there was not long until the consultation regarding the Podsmead regeneration proposals began and asked if there were concerns residents would not know about the consultation. Councillor Gravells responded that there had been numerous meetings regarding the consultation and advised that if there were concerns, he would always be amenable to discussing them.

54. EXCLUSION OF PRESS AND PUBLIC

RESOLVED that:-

the press and public be excluded from the meeting during the following item of business on the grounds that it is likely, in view of the nature of business to be transacted or the nature of the proceedings, that if members of the press and public are present during consideration of this item there will be disclosure to them of exempt information as defined in Schedule 12A of the Local Government Act 1972 as amended.

55. GLOUCESTERSHIRE AIRPORT LIMITED (GAL)

55.1 Councillor Cook moved and Councillor Norman seconded the motion outlining its purpose. Councillor Cook confirmed, following a query from Councillor J. Brown that a tour would be organised as well as a briefing.

RESOLVED that:- The recommendations be approved as per the exempt minutes.

COUNCIL
15.11.21

Time of commencement: 6.45 pm hours
Time of conclusion: 10.15pm hours

Chair

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Gloucester City Council

Meeting:	**Cabinet**	**Date:**	**12 January 2022**
	Council		**27 January 2022**
Subject:	**Council Plan 2022-2024**		
Report Of:	**Leader of the Council**		
Wards Affected:	**All**		
Key Decision:	**Yes**	**Budget/Policy Framework:**	**Yes**
Contact Officer:	**Tanya Davies, Policy and Governance Manager**		
	Liam Moran, Policy and Development Officer		
	Email: tanya.davies@gloucester.gov.uk		**Tel: 396125**
	Email: liam.moran@gloucester.gov.uk		**Tel: 396049**
Appendices:	**1. Gloucester City Council - 2022-2024 Council Plan**		
	2. Public Consultation Results		

FOR GENERAL RELEASE

1.0 Purpose of Report

1.1 This report presents the draft Council Plan 2022-2024 for approval.

2.0 Recommendations

2.1 Cabinet is asked to **RECOMMEND** the draft Council Plan 2022-2024 to Council for approval.

2.2 Council is asked to **RESOLVE** that the draft Council Plan 2022-2024 be approved.

3.0 Background and Key Issues

3.1 The Council Plan sets out Gloucester City Council's strategic direction over the next two years and how it intends to deliver its vision through a set of priorities and promises that are underpinned by its core values. The new Council Plan succeeds the previous Council Plan and Council Plan Extension, which covered the periods of 2017-2020 and 2020-2021 respectively.

3.2 Following the elections in May 2021 the Cabinet, working alongside officers, undertook a review of existing workstreams and defined a set of new objectives. From this, a strategic vision has been developed that communicates what the council will be doing and how it will direct its resources over the next three years.

3.3 The overarching vision is to work with partners and residents in *Building a greener, fairer, better Gloucester*.

3.4 The priorities that set out how this will be achieved are:

1. Building greener, healthier, and more inclusive communities
2. Building a sustainable city of diverse culture and opportunity
3. Building a socially responsible and empowering council

3.5 The vision, priorities and promises, guided by the Administration's key objectives, are driven by a strong sense of environmental responsibility and a desire to tackle inequality, and the draft Plan seeks to place these two overarching themes at the heart of every strategic objective. The priorities and promises offer a focus on people, place, and the council, and the promises have been drafted to reflect the Administration's plans and aspirations for the city, while also ensuring that the council is equipped to continue delivering quality services and recover from the effects of the Covid-19 pandemic. The draft Plan highlights the important roles of many stakeholders in achieving the council's vision, with a clear focus on working with others to achieve our ambitions.

3.6 **Consultation**

3.6.1 In accordance with the council's Budget and Policy Framework Procedure Rules, a six-week public consultation has been undertaken and the Overview and Scrutiny Committee also considered the draft Plan and were invited to provide any comments as part of the consultation process. Moreover, the consultation was distributed to all major partners of the City Council, encouraging them to respond. The purpose of the consultation was to obtain views on the overall direction of the draft Plan, the main themes and priority areas. The results of the public consultation are found in Appendix 2. The key findings are as follows:

3.6.2 The Council received 67 responses in total, of which 75% were from Gloucester residents, 10% were responding on behalf of a Gloucester business, 8% were residents from elsewhere in Gloucestershire and the remaining 7% selected 'Other'.

3.6.3 The majority of those who responded agree with the themes and priorities the council has set out. 77% of respondents either agreed or strongly agreed with Gloucester's proposed vision – "*Building a greener, fairer, better Gloucester*".

3.6.4 When asked whether addressing inequalities and taking action on climate change in Gloucester should be areas of focus for the council, there was strong support for both of these proposed cross cutting themes. With 82% of respondents either agreeing or strongly agreeing that addressing inequalities should be a priority, and 77% of respondents either agreeing or strongly agreeing with the proposed priority of taking action on climate change, there is a clear directive from Gloucester's communities that these two topics are a priority.

3.6.5 The qualitative comments submitted as part of the consultation largely demonstrate that respondents support the priorities set out in the Draft Council Plan. These comments emphasise the need to improve Gloucester's open spaces, working with grassroots communities and ensuring residents have their voices heard over what happens in their local areas. Suggestions for specific action have been considered and, where possible, incorporated into the actions and key measures.

3.6.6 In conclusion, as set out in Appendix 2, a majority of those who responded to the public consultation are supportive of the vision, priorities and themes set out in the draft Council Plan.

3.7 **Monitoring the Council Plan**

3.7.1 The specific actions and key measures outlined in Appendix 1 highlight the individual projects, initiatives and workstreams that form the basis of this Council Plan. The success of the Council Plan will be measured and monitored through these actions and key measures, and they will be incorporated into Service Plans and the individual objectives of Officers. This is to ensure that the Council Plan is realised, and projects are fully implemented and completed as outlined.

4.0 Social Value Considerations

4.1 The council's commitment to obtaining social value from its activities is highlighted within the draft Plan and is key to supporting the overarching themes of environmental responsibility and tackling inequalities.

5.0 Environmental Implications

5.1 Sustainability and tackling climate change makes up one of the two main themes that underpin the priorities in the draft Council Plan.

6.0 Alternative Options Considered

6.1 The development of the draft Council Plan has been an iterative process with alternative options considered throughout.

7.0 Reasons for Recommendations

7.1 A new Council Plan is required to succeed the current plan, and the report sets out the draft Plan and key steps to approving the final version.

8.0 Future Work and Conclusions

8.1 The timetable for approval of the final Council Plan is as follows:

Date	Work Involved
12 January 2022	**Cabinet** – To recommend the final Council Plan to Council for approval, incorporating public and O&S comments
27 January 2022	**Council** – To approve the final Council Plan

9.0 Financial Implications

9.1 There are no specific financial implications resulting from this report; however, the council's Money Plan reflects the Administration's priorities, and the council's agreed plans and strategies that have informed the development of the Council Plan.

(Financial Services have been consulted in the preparation of this report)

10.0 Legal Implications

10.1 The Council Plan is a non-statutory element of the council's Policy Framework and, as such, must be approved by the full Council. This report is the first step towards approving the final Council Plan.

(One Legal have been consulted in the preparation of this report)

11.0 Risk & Opportunity Management Implications

11.1 Risks and opportunities will be considered as part of the council's strategic and service risk registers ensuring that risk management is embedded in the council's approach to managing its performance, capturing all associated risks and proposals for their management and mitigation.

12.0 People Impact Assessment (PIA) and Safeguarding:

12.1 Equalities and inclusion is the second of the two themes running throughout each of the priority areas in the draft Council Plan and, in accordance with the PIA process, impacts will be assessed on a project-by-project basis.

13.0 Community Safety Implications

13.1 Community safety remains a priority for the council and there will be actions and projects that specifically target this.

14.0 Staffing & Trade Union Implications

14.1 Council Plan actions and measures will inform staff Personal Performance Plans, ensuring that all staff understand how their role contributes to the delivery of the council's strategic vision.

Background Documents: None

Draft Gloucester City Council Plan 2021-2024

Foreword

This plain text document is for review and reference only, and the final Council Plan will be a professionally designed and illustrated PDF document containing the text featured in this document.

Vision

Building a greener, fairer, better Gloucester

Introduction from the Leader of the Council

Welcome to our Council Plan. This plan sets out our vision and key priorities for ***Building a greener, fairer, better Gloucester*** for everyone who lives, works in, and visits our city. This vision is not something that the council can achieve alone, and the plan sets out how we intend to work with partners and residents over the next three years to shape and achieve the best outcomes for all as we recover from the effects of the Covid-19 pandemic.

Over the last four years, we have made considerable progress towards achieving the objectives set out in our previous Council Plan and, while the pandemic presented many challenges for our city, we continued to have high expectations and implemented an extension to the Council Plan to focus our efforts on initiatives to support communities and the local economy, without losing sight of our aspirations to make Gloucester a city that works for everyone.

The new Council Plan seeks to continue and build on many of the promises in the last plan, improving the city through our ambitious plans for regeneration and culture, but to do so with a clear focus on two themes: tackling inequalities and taking action on climate change. The pandemic highlighted remarkable resilience within communities that worked together to support each other during challenging times, but we cannot ignore the inequalities that exist within our society. We value diversity and are committed to meeting the evolving needs of our residents and building a fairer and more inclusive city. We also know that every individual has a role to play in protecting our planet for future generations and as an organisation we are committed to ensuring that all our priorities are rooted in sustainability and environmental responsibility, doing all we can to reverse the damaging effects of climate change. These two themes run through each area of the Council Plan, and will guide our efforts as we work towards ***Building a greener, fairer, better Gloucester*** for our residents now, and in the future.

Priority 1
Building greener, healthier, and more inclusive communities

What does this mean?
The health and wellbeing of Gloucester's residents is at the heart of everything we do, and that's why we will tackle health inequalities, advocate for inclusivity, and take action to ensure a greener future for our city. We value diversity and know our communities have many strengths, and we will listen and provide the support residents need to improve their own lives, while continuing to help our most vulnerable residents. With the support of our partner agencies, we will foster resilient, cohesive, environmentally aware neighbourhoods and build on the achievements seen within our communities during the Covid19 pandemic.

Promises	Actions/Measures
To ensure that Gloucester's residents can lead a healthy and active lifestyle, we will tackle food poverty and ensure everyone has access to high-quality leisure facilities and thriving green spaces by working closely with organisations within our communities, Aspire Trust, and through our role on the Health and Wellbeing Board. We will promote active travel choices that reduce carbon emissions and contribute to physical and mental wellbeing.	Recruit and manage Food Inclusion Officer for Gloucester for two years and report on the outcomes of that work.
	Ensure delivery of a quality leisure offer for residents through conducting an options appraisal for seeking the best operational model for the city by Sept 2023.
	Provide grant to 'We Can Move' as part of the partnership delivery of the project. £10k per year.
Working closely with the voluntary and community sector, we will engage directly with communities to understand the root causes of inequality in our city and involve residents in improving our services so that they meet the needs of our diverse city. We are committed to building on the work of the council's Equalities Working Group and playing a leading role in the work of the city's Commission to Review Race Relations.	Deliver the Barton and Tredworth Task Force, reporting on and embedding learning from this work.
	Review and update the People Impact Assessment process to ensure equality is reflected in council decision-making and ensure that the Equalities Working Group action plan is delivered across our teams by integrating into team service plans each year.
	Support the Commission to Review Race Relations and formally consider any recommendations that are relevant to the council - reporting on progress and further activity in 2023.
Empowering our residents and keeping them safe is fundamental to ensuring Gloucester is a city that works for everyone, so we will continue with our Asset Based Community Development approach, working alongside Gloucester Community Building Collective to help communities identify and capitalise on their own strengths. We will keep our streets safe by addressing anti-social behaviour with our partners at Gloucestershire Constabulary and our City Centre Wardens to stamp out anti-social behaviour from our neighbourhoods and city centre.	Develop policy to increase the use of Community Protection notices by January 2023.
	Secure the continuation of Solace, our antisocial behaviour service, as a partnership with the Police and Crime Commissioner and Cheltenham Borough Council by December 2022, and monitor interventions.
	Deliver Annual Asset Based Community Development training to staff, building on the learning from Covid-19 and community recovery.
We will work with partners and agencies to make the best use of existing housing and reduce homelessness through effective early intervention, liaising with landlords and providers to identify solutions, and supporting our most vulnerable residents to stay in	Develop Wessex House - plans agreed by Dec 2022.
	Reduce the use of Bed & Breakfast accommodation for temporary accommodation by 20%.

their homes wherever possible. We will work towards eradicating rough sleeping and minimise the use of temporary accommodation, ensuring that only good quality, appropriate provision is utilised.	Set up an in-house Home Improvement Agency to support vulnerable and disabled residents to remain in their homes.
We recognise that environmental crime has an impact on our residents' enjoyment of their neighbourhoods and green spaces and affects how visitors view Gloucester. We will continue to take a tough stance on fly tipping and littering via our City Wardens and through enforcement action, and we are committed to protecting the environment by reducing incidences of fly tipping across our city and providing our residents with an attractive city that we can all be proud of.	Reduce reported incidences of flytipping by 30% by March 2024.
	Continue to tackle littering through the use of Fixed Penalty Notices (FPNs)- stabilise in year 2022-23 and reduce FPNs in 2023-24.
	Report on the actions and learning from taking a place-based task force approach in September 2022, with recommendations to embed within business as usual.

Priority 2
Building a sustainable city of diverse culture and opportunity

What does this mean?
We know that transforming Gloucester into a city that our residents deserve is just as important as ensuring that visitors and investors see our city as a top destination, not only in the South West, but in the country. To secure the future of our city in the post-Covid-19 world we will continue to work with our partners to facilitate innovative and sustainable regeneration across Gloucester, drive the economic recovery to support local businesses, and showcase everything the city has to offer through provision of an inspiring cultural programme that is reflective of our diverse communities.

Promises	Actions/Measures
We will work with our partners to ensure the delivery of aspirational and sustainable development schemes that prioritise the protection and improvement of our environment and benefit residents in all our communities, including a vibrant new higher education and digital campus at The Forum, as part of the wider revitalisation of the city centre. We will support regeneration in Matson and Podsmead and work with stakeholders to facilitate the delivery of high-quality, energy efficient new homes in the city.	Complete construction of the Forum with Hotel open and offices 50% occupied or pre-let by December 2024.
	Deliver and complete the Kings Square regeneration project by Spring 2022.
	Continue to work with Gloucester City Homes to achieve the regeneration of Matson and Podsmead.
We will work with our stakeholders, including Gloucester BID and local businesses, to rebuild the local economy following the Covid-19 pandemic, delivering projects and services intended to secure economic growth that benefits all our residents and protects the environment. Gloucester will be a leading location for knowledge-based jobs and enterprise, and will be a thriving centre for health, service and advanced manufacturing industries.	Further develop model of Skills Academy at the Forum using Social Value model to provide appropriate placements/skills for Gloucester residents.
	Actively support the BID re-ballot in 2022.
	Promote the City as a place for businesses to invest using the Invest in Gloucester channel with messaging consistent with the Tourism and Destination Marketing Plan and emerging new City branding
We will build on the city's growing reputation as a centre for culture by working in partnership with Gloucester Culture Trust to implement our ambitious integrated Cultural Strategy and put culture at the heart of our regeneration plans. We will enrich the lives of our residents by making culture available and accessible to everyone, catering for all interests with a community-led focus and making the most of Gloucester's unique attributes and talent.	Implement Years 1, 2 & 3 of the Museum Development Plan by end 2023, secure Blackfriars Priory future management with Historic England by 2023 and secure funding to implement improvements (ie. bar expansion, dance floor refurb, live-streaming performances) at Gloucester Guildhall by end 2024.
	Work in partnership with Gloucester Culture Trust and others to ensure that the Cultural Strategy action plan is delivered to ensure that culture is accessible to all, reporting progress to council on a bi-annual basis.
	Using the opportunity offered by Gloucester being identified as a Priority Place by Arts Council England, encourage our cultural partners to be ambitious, demonstrate best practice and seek national recognition from the arts, heritage and cultural sectors.

	Increase the number of National Portfolio Organisations in the city and retain accreditation status for the Museum of Gloucester. Encourage co-creation with our communities and ensure that culture is embedded in the city's future plans, policies and strategies.
We will strengthen Gloucester's position as a visitor destination by promoting the city's rich heritage and attractions, while also enabling new creative industries to flourish. The city will be marketed by creating a recognisable brand aimed at attracting a diverse range of high-profile festivals and events, and we will maximise the social and economic impact of these events, while also minimising the environmental impact, to improve outcomes for our communities.	Working with our partners to support the Festivals and Events sector we will provide advice, guidance and funding to ensure a quality and engaging programme of events across the city including Kings Square, with an annual report on activity and planned future activity.
	Deliver the city's Tourism and Destination marketing plan to increase the number of visitors into the city on an annual basis, with increased emphasis on digital channels to attract identified priority visitors and reduce carbon impact.
	Brand, capture and promote the rich and diverse story of Gloucester in order to attract national and international audiences to the city. Encourage responsible tourism through providing information and advice on our website and throught targetting eco-travellers by end 2023. Work with partners to use and embed the new city branding by end 2022.
As Gloucester continues to grow, we will protect and enhance our parks, open spaces and allotments to benefit the environment and future generations. We will deliver our Open Spaces Strategy and work with developers in the city to ensure that provision of green space is integral to regeneration, as well as continuing our tree planting programme to further support our commitment to tackling climate change.	Report on the progress of the Open Space strategy.
	Increase the number of Green Flag parks to 4 by 2024.
	Develop a Green Infrastructure Plan.

Priority 3
Building a socially responsible and empowering Council

What does this mean?
As we work towards achieving our ambitions for a better Gloucester, we remain committed to providing great, accessible services that offer value for money to our residents and doing so in a way that minimises our impact on the environment and promotes inclusion. We know that technology is changing the way people live, work and connect and, through our ongoing digital transformation journey, we will ensure that customers can access more of our services quickly and efficiently online, allowing us to do more with less and focus our resources in a way that enables all communities to thrive.

Promises	Actions/Measures
By implementing our Digital Strategy, we will play a leading role in bringing stakeholders together to harness emerging technologies in ways that benefit all communities equally. We will develop our digital infrastructure, while simultaneously prioritising sustainability, to position Gloucester as an emerging Smart City and drive digital inclusion by promoting opportunities to improve access and skills across Gloucester. Internally, we will keep pace with changing preferences and transform the way we work by making more services easily accessible online.	Agree a suite of projects that will comprise V2.0 of the Gloucester Digital Strategy by summer 2022. The projects will be ambitious and collaborative, aiming to set the agenda for combined action over the next 5 years.
	Establish a Gloucester Digital Steering Group to comprise Gloucester organisations that are committed to driving forward the Digital Strategy and to put Gloucester on the map as a smart, digital city.
	Continuously improve and expand our end-to-end digital services in line with best practice, ensuring that they are as accessible as possible
We will ensure that the council's day-to-day activities generate opportunities for our communities by implementing our Social Value Policy to drive sustainable procurement. We will secure investment in the city to protect the environment and ensure that more people can benefit from regeneration and other council projects. We will ensure that communities in Gloucester's suburbs can benefit from work to improve the city centre and lever opportunities for jobs, skills, environmental improvements and local project investment through this work.	Increase the social value generated through the Social Value Policy for the City by 2024.
	Enhance the Social Value Policy to include wider purchasing by the Council.
	Deliver the Social Value plan for the Forum.
	Transition successfully to the new waste partnership by 1st April 2022.

We understand the importance our residents place on high-quality waste and streetcare services and we also know the impact these services can have on the environment. We are already working to ensure the smooth transition from our current provider to our new waste partnership, which shares our vision of providing fit-for-purpose, value for money services which can deliver greater environmental benefits to Gloucester residents, such as increased recycling rates.	Maintain minimum recycling level of 45% and develop a waste strategy to enable an increase.
	Deliver a community consultation to get feedback on our plans to increase recycling and reduce waste.
We will consider the greenhouse gas emissions and wider environmental implications of all decisions affecting the council, and continue working towards the delivery of a net-zero emission local authority by 2030, scoping appropriately and taking carbon offsetting into account, by using insight into how our buildings use energy to drive energy-efficiency and lower energy consumption.	Work towards the delivery of net zero emissions across the City Council's functions by 2030 and district-wide net zero emissions by 2045.
	Energy use in council properties will be continuously monitored and reported on annually, with a view to utilising available funding and grants to reduce consumption.
	All capital projects being funded by the Council to be net carbon zero in operation with the ambition to be net carbon zero in construction.
As we implement our vision, we will not compromise on meeting customers' expectations for the services that matter most to them. We will meet agreed response times and maintain high levels of statutory compliance, while prioritising the city and the council's recovery from the Covid19 pandemic, including meeting any financial challenges and supporting our most vulnerable residents and local businesses.	Increase online options and monitor customer feedback quarterly.
	Set a balanced budget each year and monitor income and expenditure to ensure value for money in the delivery of services and report on this quarterly.
	Benefits, council tax support and grants for local businesses will be delivered in a timely manner and reported on quarterly.

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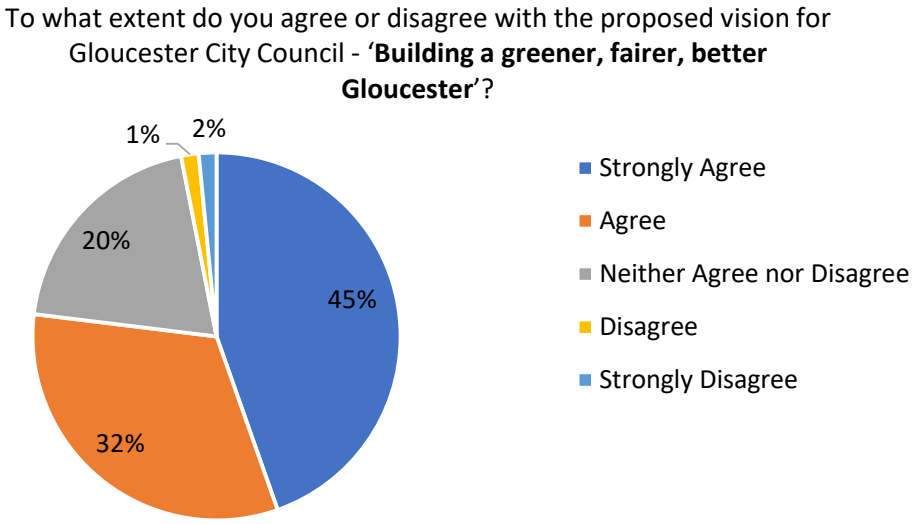
Gloucester City Council 2021-2024 Council Plan Consultation Results and Findings

1. Introduction

The public consultation for the Gloucester City Council 2021-2024 Council Plan ran for 6 weeks from the 23rd September until the 4th November 2021. The Consultation asked Gloucester's residents and businesses alike to share their opinions and comments, and provide suggestions, on the Council's draft Council Plan. In total, the consultation collected 67 responses. This report highlights the key findings and themes that were pulled out during this consultation process.

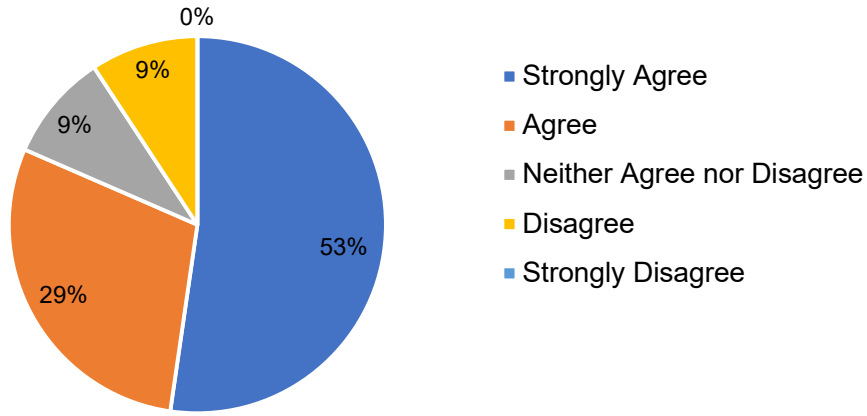
2. Headline Statistics

It was found that a very strong majority of those who responded agree with the themes and priorities the Council has set out. The below graphs illustrate this. 77% of respondents either agreed or strongly agreed with Gloucester's proposed vision – "*Building a greener, fairer, better Gloucester*".



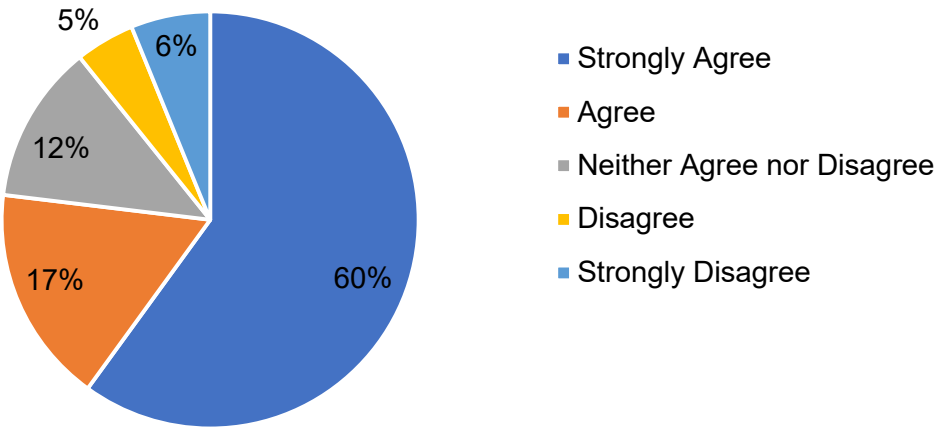
Furthermore, when asked whether addressing inequalities and taking action on climate change in Gloucester should be areas of focus for the council, a strong majority of respondents agreed with both of these proposed cross cutting themes throughout the Council Plan. With 82% of respondents either agreeing or strongly agreeing that addressing inequalities should be a priority, and 77% of respondents either agreeing or strongly agreeing with the proposed priority of taking action on climate change, there is a clear directive from Gloucester's communities that these two topics are top priorities. The graphs below display these findings.

To what extent do you agree or disagree that **tackling inequalities** should be central to the council's vision?



As seen in the graph above, tackling inequalities has strong support from Gloucester's communities, with 82% of respondents agreeing or strongly agreeing, only 9% neutral and 9% disagreeing with this proposed cross cutting theme. Interestingly, it is noted that 0% of respondents strongly disagreed with this cross-cutting theme.

To what extent do you agree or disagree that **taking action on climate change** should be central to the council's vision?

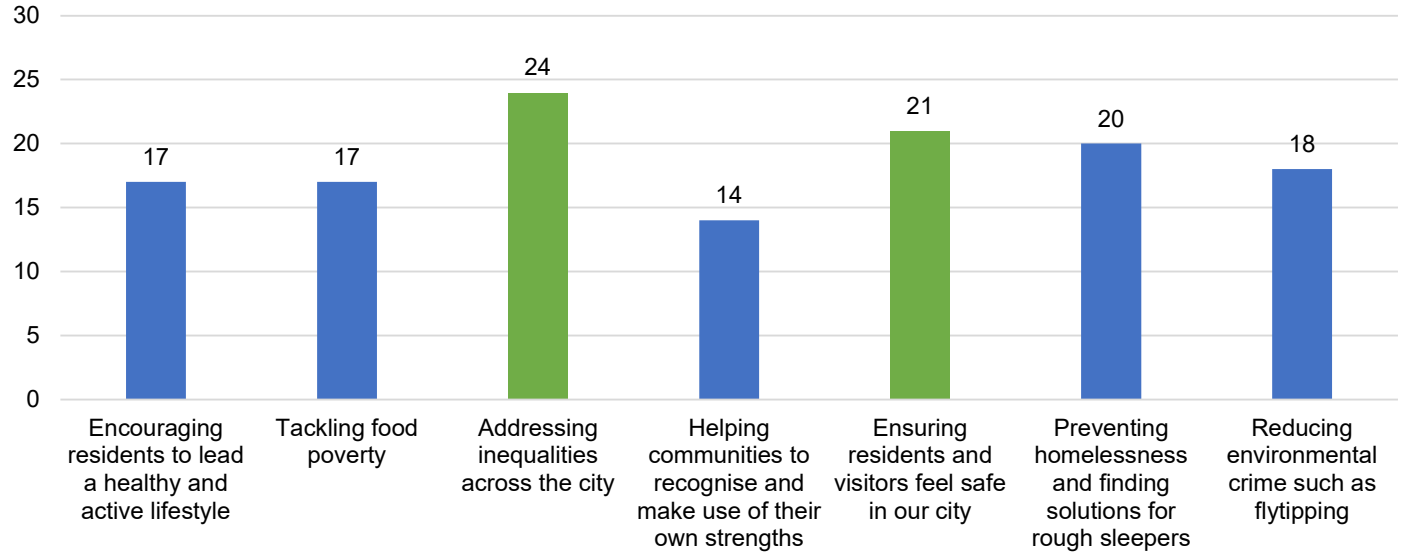


The graph above again displays the strong view that tacking action on climate change should be a cross cutting theme in the Council Plan. 77% of respondents agree or strongly agree, with only 5% disagreeing and 6% of those who responded strongly disagreeing.

2.3 Analysis of the Top Priorities of Gloucester's Residents

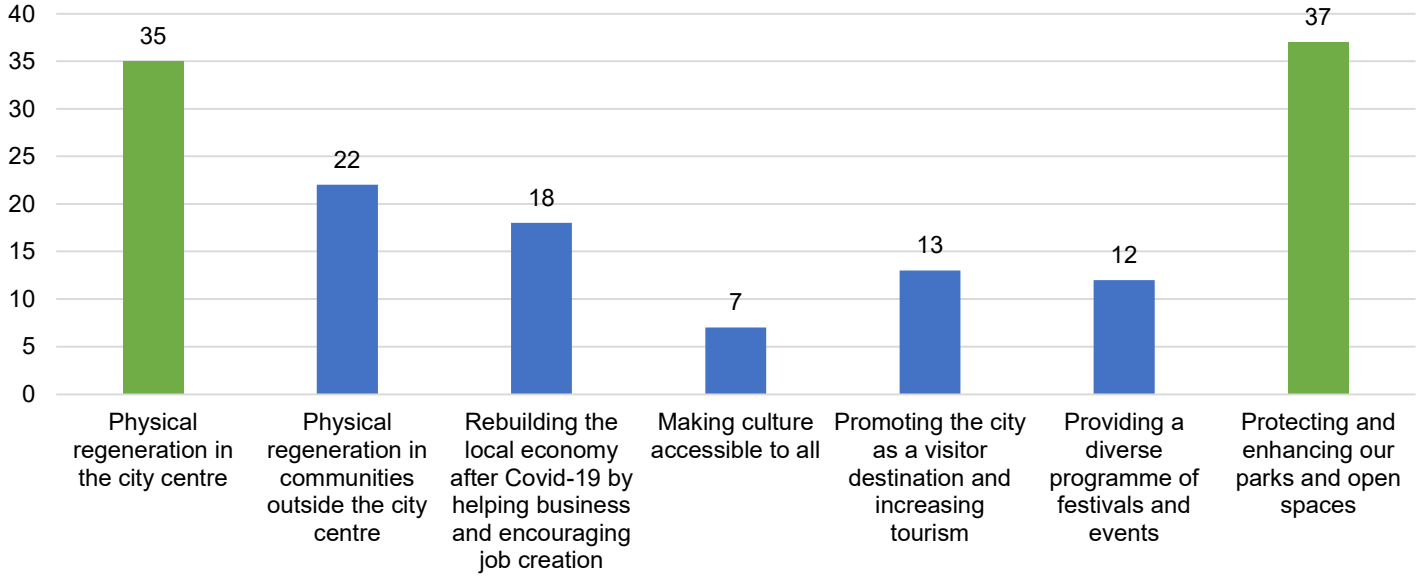
During the consultation we asked respondents to choose their top two themes from those set out for each of the three priorities in the draft Council Plan. The results are as follows.

Priority 1: Building greener, healthier, and more inclusive communities,
Top two themes



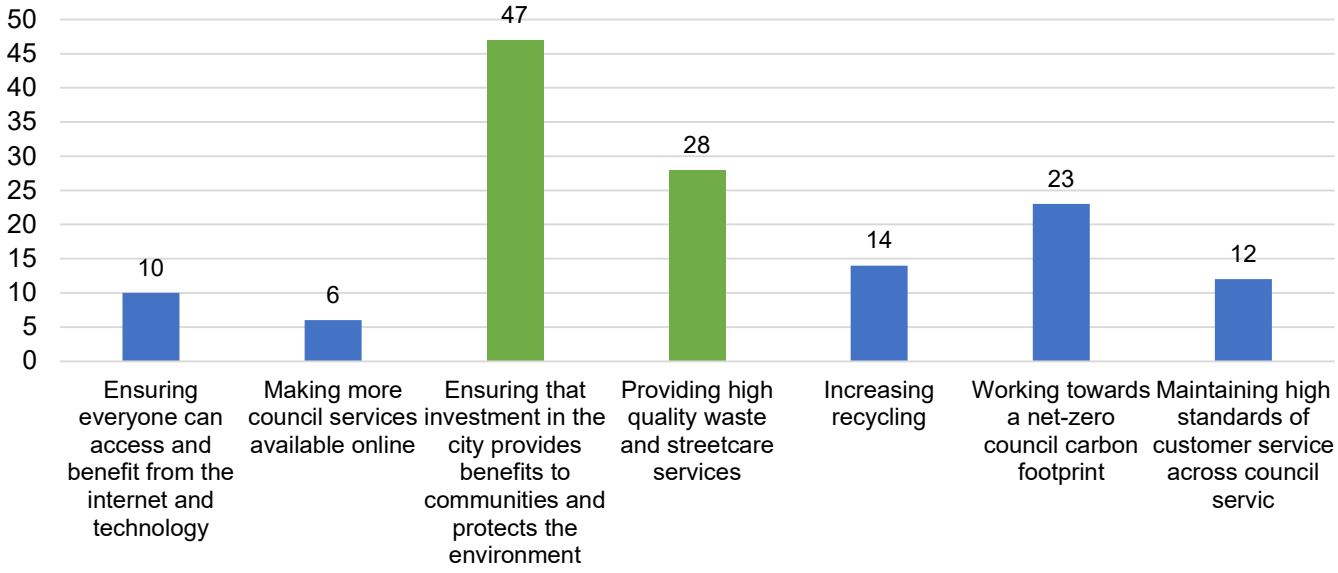
As seen above, beyond the two cross cutting themes, addressing inequalities has been chosen to be an increased area of focus in priority one, alongside ensuring that residents and visitors feel safe in Gloucester. These top themes should be reflected in the actions that form priority one of the Council Plan. However, it is important to note that no one single theme has an overarching or strong majority in priority one, suggesting respondents rate the themes as relatively equal in their importance.

Priority 2: Building a sustainable city of diverse culture and opportunity
Top two themes



As seen in the graph above, respondents highlighted two themes above all others in priority two. The two themes that resonated most strongly were physical regeneration in the city centre, and protecting and enhancing our parks and open spaces. This links with many of the objectives already outlined in the Council Plan, and more widely the projects already underway across the city, such as King's Quarter regeneration and the Forum.

Priority 3: Building a socially responsible and empowering council
Top two themes



The graph for priority three clearly outlines the themes which Gloucester's communities want the Council to focus on. Similar to priority one, priority three reconfirms that Gloucester's residents believe the council should focus on ensuring investment in the city provides benefits to both the community and the environment, echoing the cross-cutting themes proposed. Furthermore, the themes highlighted for priority three demonstrate the desire of residents to have improved waste and street care services - work to address this theme has already begun and is well underway with a new contract being signed with Ubico to provide these services.

3. Qualitative Feedback

3.1 Cross-Cutting Themes

When asked for feedback on the two cross cutting themes, 40% respondents mentioned climate change in their responses. There were numerous comments questioning the legitimacy of climate change, and why Gloucester needs to address it. However, the majority of individuals commenting connected climate change and inequalities together and the need to address both issues at once, as both climate change and inequalities affect each other. Respondents also highlighted the need to be clear on how the Council measures inequalities, and how we know if we are improving or falling behind on these metrics.

3.1 Priority One: Building greener, healthier, and more inclusive communities

When respondents were asked for any comments on the themes in priority one, there were various comments suggesting the need to improve both the safety of Gloucester's open spaces, as well as how these open spaces are cared for. There is a clear desire for Gloucester's public spaces to be cleaner, and better looked after, while also ensuring they are safer for individuals. Some respondents suggested better neighbourhood policing, with a stronger police presence and increased CCTV. This aligns with the results seen when respondents were asked to select their top two themes within this priority - with 'Ensuring residents and visitors feel safe in our city' being highlighted as one of the top two themes. There was also a call for greater biodiversity in our parks and open spaces, along with green infrastructure and transportation throughout Gloucester – echoing our cross-cutting theme to take action on climate change.

3.2 *Priority Two: Building a sustainable city of diverse culture and opportunity*

For this priority, 19% of respondents referenced communities in their free text responses. This included references to the need to ensure the Council works with grassroots organisations already embedded in local communities, enabling diverse communities to get involved and showcase different cultures, and working to ensure local community activities take place beyond the city centre – along with facilitating greater transportation connections to allow enhanced access to cultural events in the city centre. There were also calls for public art and enabling local artists to express their creativity throughout the city, demonstrating Gloucester's cultural diversity in practice through art, music and food. Numerous respondents also highlighted their desire to see Gloucester become less car dependent – with infrastructure and transport connections that do not prioritise cars. These responses can help inform the actions we take to implement the Council Plan, and some actions (such as around transportation) require partnership working with the County Council and others, helping us to achieve a greener city and county.

3.3 *Priority Three: Building a socially responsible and empowering council*

Multiple references were made by respondents regarding the need to ensure communities are on board with local investment plans, and have a say over what happens in their local areas. One respondent spoke to the need to ensure that investment in the city provides benefits to communities and protects the environment, while another highlighted the importance of investment being fairly applied across the city, with certain areas requiring enhanced funding and investment. Other comments spoke to the need to reduce red tape, enhance customer service provision, develop community hubs and ensure that Council services are as accessible as possible. However, it is important to note that 'Making more council services available online' received the lowest proportion of votes when respondents were asked to select their top two themes within this priority, suggesting this is not a major priority on the whole. Ultimately, numerous free text responses emphasised the desire for communities to play a leading role, alongside the Council, in enhancing and improving Gloucester for everyone.

4. Conclusions

Overall, it appears that those who responded are supportive of the vision, priorities and themes set out in the draft Council Plan. While some responses were negative, such as those who expressed the belief we are placing too great an emphasis on climate change, most of the comments received were constructive and sought to help shape the actions which the Council will take to fulfil the priories, themes and vision outlined. The free text responses offered a wealth of suggestions which we can build on and use as inspiration for the actions that will form the substantive basis of the Council Plan, in terms of our SMART goals.

Gloucester City Council

Meeting:	**Cabinet**	**Date:**	**12 January 2022**
	Council		**27 January 2022**
Subject:	**Gloucester City Commission to Review Race Relations Final Report**		
Report Of:	**Leader of the Council**		
Wards Affected:	**All**		
Key Decision:	**No**	**Budget/Policy Framework:**	**No**
Contact Officer:	**Liam Moran, Policy & Development Officer** **Philip Walker, Head of Culture**		
	Email: liam.moran@gloucester.gov.uk		**Tel: 39-6049**
	philip.walker@gloucester.gov.uk		**39-6355**
Appendices:	**1. Gloucester City Commission to Review Race Relations Final Report** **2. Minutes of the Cabinet Meeting held on 12 January 2022**		

FOR GENERAL RELEASE

1.0 Purpose of Report

1.1 This report presents the work and findings of the Gloucester City Commission to Review Race Relations as set out in their final report, attached in Appendix One. The commission reports back to Cabinet and Council with a set of recommendations that attempt to improve the lives of, and enhance opportunities for, Black and Minority Ethnic (BAME) communities within the City.

2.0 Recommendations

2.1 Cabinet is asked to **RESOLVE** that:

(1) the breadth of work of the Commission be noted and Commissioners, partners, members of the community and individuals who contributed to the work be thanked

(2) a lead role be taken, working collaboratively with other public sector organisations, in implementing the four Calls to Action that the Commission considers must be delivered at a Gloucestershire system level, that is:

a) The establishment of an independent, permanent, funded and high-profile legacy institution for Gloucestershire

b) Setting out a Gloucestershire wide vision for workforce equality in the public sector; putting in place measures to monitor workforce equality (including pay), and deliver some workforce equality initiatives at a county-wide level, most importantly a Gloucestershire 'stepping up' programme for aspiring leaders from racially minoritized backgrounds.

c) Commit to putting in place measures and driving the required changes in culture and mindsets to ensure the collection and use of comprehensive and high-quality ethnicity data in planning and delivering public sector services, including commissioned services.

d) Acknowledge the existence of racism, prejudice and micro-aggressions in Gloucester and Gloucestershire, and commit to and step up individual and organisational leadership to tackle these with confidence and clarity.

(3) a publicly available progress report on the implementation of findings and calls to action resulting from the work of the Commission be issued by 31 January 2023.

2.2 Council is asked to **RESOLVE** to endorse the report of the Gloucester City Commission to Review Race Relations and note the recommendations agreed by Cabinet.

3.0 Background and Key Issues

3.1 The murder of George Floyd on May 25th, 2020 by Minneapolis Police sparked international indignation and shone the light on the continued racism directed toward Black individuals across the United States of America. The cause and aftermath of George Floyd's death resulted in many communities not only in the United States of America but across the world, to reflect, gather and protest for the ending of systemic racism in our societies, but also to ensure justice is received for George Floyd and his family.

Gloucester City Council responded to the death of George Floyd and the Black Lives Matter movement by unanimously voting through a council motion that had three distinct and separate actions for Council officers and staff to undertake. They were:

1. *Write to the American Ambassador on behalf of the City setting out our deep concerns and condemnation at the killing of George Floyd.*

2. *Set up a Commission with partner organisations in the City including the Police & Crime Commissioner, County Council, NHS, the Civic Trust and representatives of BAME community to review race relations in Gloucester*

with a view to producing recommendations to improve the lives of and enhance opportunities for BAME communities within the City.

3. *Undertake a review of all monuments, statues and plaques including Bakers Quay within the City connected with the slave trade/ plantation ownership and for Cabinet and Scrutiny to consider its recommendations, taking advice from the Commission, and further resolves to review the way in which the contribution of minority communities is presented as part of the City's history, including at the Museum of Gloucester.'*

In response to part two of the motion, the Council established the Gloucester City Commission to Review Race Relations in November 2020, as an independent Commission chaired by Rupert Walters and supported by officers from Gloucester City Council. Commissioners were selected from key statutory organisations, the Voluntary and Commission Sector, Civil Society and more widely from Gloucester's communities. The included cross-party representation from Gloucester City Council.

The Commission delivered a work programme consisting of five 'Deep Dives' into Criminal Justice, Education, Workforce and Health. Each of these Deep Dive sessions explored a particular topic in depth, with input from partners and lived experiences. The Commission also launched a 'Call for Evidence', inviting residents or visitors to make representations on the state of race relations in Gloucester.

The report at Appendix 1 provides a detailed account of the work of the Commission. It reaches seven conclusions:

(1) There are race inequalities in all areas we have examined; from the significantly higher prevalence of type 2 diabetes in people from racially minoritized groups, to Black children having poorer attainment at school. This is not new, and it has been acknowledged in numerous reports, including the recent report by the Director of Public Health in collaboration with Gloucestershire County Council's Black Workers Network.

(2) Many people from racially minoritized groups experience racism, hatred or micro-aggressions every day. We consider this unacceptable in a modern open society, and something that must change. This should not happen in a City that claims to have good race relations. In our view, an absence of conflict does not imply that race relations are good, and the perception of the quality of race relations will be very different depending on the individual's ethnic background.

(3) Public servants in Gloucester and Gloucestershire are aware of existing race inequalities and many work with positive intent to make changes. All of our deep dives were run in a collaborative way with buy in, and often a real desire amongst public sector Commissioners and senior managers to engage with the Commission in order to get insights, endorsement and

challenges to the work they are doing. This is a good basis from which to achieve sustained change. However, urgency and sustained action is required to make the necessary changes, and these need to be designed with and by those who experience racism and discrimination. This will require public servants to 'let go', think and work outside their comfort zones, make time for wide and purposeful engagement as opposed to one-off consultation, and be committed to genuine change. As Albert Einstein said: *'we cannot solve our problems with the same thinking we used when we created them'.*

(4) The absence of a properly resourced, Black-led infrastructure institution is a significant gap. There is no single structure in Gloucestershire which has a mandate and is resourced to provide advocacy, knowledge, expertise and experience to reduce race inequality, who challenges those in power to fulfill their commitments, and provides a voice to those who experience discrimination. This is a big deficit which is recognised by racially minoritized people and communities, but also many Commissioners in the public sector. Several of our 'Deep Dives' highlighted the challenges Commissioners are facing to engage more comprehensively and systematically, particularly with the Black African and Eastern European communities, and younger people who are racially minoritized.

(5) Having comprehensive and good quality ethnicity data in all public services (directly provided and commissioned) as well as workforce data, is fundamental to reducing race inequality. Without ethnicity data recording we don't understand current levels of inequality and what we need to do to change. We consider this to be a crucial building block in addressing structural racism in a systematic manner and fully support the conclusions and recommendations of the recent report of the Director of Public Health.

(6) Ensuring people from racially minoritized communities are heard requires us to recognize the importance of putting in place the necessary infrastructure. The availability and quality of translation and interpretation services came up in several of our 'deep dives' and featured highly in the responses to the Call for Evidence. This has an important cultural dimension in appreciating and celebrating the diversity of languages that are spoken in Gloucester and Gloucestershire, and acknowledging the skills and competencies of people who are multi-lingual.

(7) We need to showcase and celebrate the incredible diversity of talent, skills, experiences and passions of racially minoritized people in Gloucester and Gloucestershire. Engaging with cultural difference with curiosity, interest and kindness will go some way in combatting the fear of the unknown, lack of understanding and ignorance about racially minoritized people that leads to suspicion, rejection, and hatred. We acknowledge and welcome the efforts that exist, yet more must be done, and we consider that the media in Gloucestershire has a bigger role to play in promoting good race relations.

4.0 Social Value Considerations

4.1 The report and its conclusions set out a compelling case for change at various levels. Ensuring that all residents in Gloucestershire, regardless of race, are able to harness their skills, assets and passions so they can contribute to the economy and communities in Gloucestershire, will make the county more skilled, prosperous and a better place to live. Ensuring that public services, particularly in health, are culturally appropriate and meet the circumstances of diverse communities will result in better prevention, better health and wellbeing and the reduction of health inequalities that put pressure on a system that is already strained. Above all we have not only a legislative but also a moral obligation to tackle race inequality and promote good race relations for the benefits of all.

5.0 Environmental Implications

5.1 None arising from this report.

6.0 Alternative Options Considered

6.1 No alternative options were considered.

7.0 Reasons for Recommendations

7.1 The City Council have shown leadership in establishing a Race Commission for the City. The report calls for this leadership to continue so that actions are taken to address the race inequality identified by the Commission in its work. It has been acknowledged that many of the areas the Commission considered lie outside the responsibilities of the City Council. Nonetheless they affect the lives of Gloucester residents and the City Council, in its role as leader of place and communities, has an opportunity and duty to influence partner organisations to implement the recommendations in the report.

8.0 Future Work and Conclusions

8.1 The work of the Commission has concluded.

9.0 Financial Implications

9.1 The structure, staffing and financial implications of setting up the proposed Gloucestershire wide legacy institution will need to be considered by all of the proposed partners to identify what elements are already covered by similar initiatives across the County. A partnership or similar structure will then be discussed with the finance and legal teams of the partners to ensure that it has a sustainable financial base and legal structure.

(Financial Services have been consulted in the preparation of this report.)

10.0 Legal Implications

10.1 There are no legal implications arising from this report.

(One Legal have been consulted in the preparation of this report.)

11.0 Risk & Opportunity Management Implications

11.1 The report concludes that race inequalities exist in all areas the Commission reviewed and that many people from racially minoritized groups in Gloucester experience racism, hatred or micro-aggressions every day. The greatest risk is a lack of engagement or action from the Gloucestershire public sector system. This would perpetuate an existing sense of disengagement and disillusionment from racially marginalized communities, exacerbating existing inequalities with implications on well-being, health and community cohesion. The opportunities are to commit to tackling race inequalities through investment in much needed infrastructure, working collaboratively across the public sector and achieving economies of scale and scope in the process.

12.0 People Impact Assessment (PIA) and Safeguarding:

12.1 The PIA Screening Stage was completed and did not identify any potential or actual negative impact, therefore a full PIA was not required.

13.0 Community Safety Implications

13.1 None arising from this report.

14.0 Staffing & Trade Union Implications

14.1 None arising from this report

Background Documents:

Report of the Gloucester City Commission to Review Race Relations

Gloucester City

Commission to Review Race Relations

FINAL REPORT
DECEMBER 2021

CONTENTS

FOREWORD

Gloucester City Commission to Review Race Relations

The global response to the killing of George Floyd, together with the COVID-19 pandemic, has once again prompted us to ask about Race Relations. In Autumn 2020 I was approached to become Chair of the Gloucester City Commission to Review Race Relations, which seemed like a formidable undertaking.

The global response to the killing of George Floyd, together with the COVID-19 pandemic, has once again prompted us to ask about Race Relations. In Autumn 2020 I was approached to become Chair of the Gloucester City Commission to Review Race Relations, which seemed like a formidable undertaking. Being all too aware of swell in desire from communities, organisations and individuals to alter the disproportionate challenges and discrimination faced by racially minoritized individuals in Gloucester, I saw the Commission as a real opportunity to start change in the community and city I live and work in. I am proud of the work undertaken, the Calls to Action put forward, and probing conversations the Commission has had in the pursuit of a more just and equitable society.

During my time as Chair, I've been encouraged by the stories I've heard, and the work local people and organisations have already begun, to tackle and overcome racism and discrimination in our society. It is clear, however, that we have much further to go, with multiple examples of racism and discrimination still playing out in our city, along with fundamental barriers that are holding racially minoritized people back in the fields of criminal justice, mental and physical health, education and the workforce.

From my interactions with individuals and groups across our city and beyond, I'm confident that Gloucester has what it takes, to drive forward the change necessary for a fairer and more inclusive future. By working together, we can achieve the necessary change, and collectively build a better society. While there will undoubtedly be challenges ahead, we should not be discouraged to progress, as we have already made a start on the right path - this report highlights the numerous problems still faced by racially minoritized communities in Gloucester, and clearly sets out the changes required to tackle them head on.

I'd like to thank all the Commissioners and those at Gloucester City Council involved in facilitating the work of the Commission – providing the space and resources to allow us to conduct this important work. I'd also like to thank those at each of the statutory organisations we've engaged with, for coming forward, recognising the work to be done, and agreeing to enact real change to improve the lives of racially minoritized individuals across Gloucester and Gloucestershire.

Finally, whether as an employee at a local organisation, the owner of a local business, or a resident of Gloucester or Gloucestershire, I hope this report inspires you to take action and consider how you can combat racism, discrimination and intolerance, by supporting racially minoritized individuals in our city and beyond to overcome barriers and combat prejudice.

Rupert Walters

INTRODUCTION

The murder of George Floyd on May 25th, 2020 by Minneapolis Police sparked international indignation and shone the light on the continued racism directed toward Black individuals across the United States of America. The cause and aftermath of George Floyd's death resulted in many communities not only in the United States of America but across the world, to reflect, gather and protest for the ending of systemic racism in our societies, but also to ensure justice is received for George Floyd and his family.

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They were:

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In November 2020 Gloucester City Council Officers formally established the Gloucester City Commission to Review Race Relations, as an independent Commission chaired by Rupert Walters and supported by officers from Gloucester City Council. Commissioners were selected from key statutory organisations, the Voluntary and Commission Sector, Civil Society and more widely from Gloucester's communities. This included cross-party representation from Gloucester City Council.

Commissioners volunteered their time to explore, discuss and make Calls to Action. They were:

Rupert Walters
Chair, Gloucester City Commission to Review Race Relations

Adele Owen
Director, Gloucestershire Action for Refugees and Asylum Seekers (GARAS)

Althia Lyn
Gloucestershire County Council and Joint Co-Chair of Black Workers' Network

Clare Peterson
Equality and Diversity Manager, University of Gloucestershire

Declan Wilson
Councillor for Gloucester City Council

Sajid Patel
Councillor for Gloucester City Council

Dominika Lipska-Rosecka
Partnership and Inclusion Manager, Gloucestershire Health and Care NHS Foundation Trust

Lizzie Abderrahim
Community Representative

Malaki Patterson
Creative Director, The Music Works

Miranda Bopoto
Community Representative from May 2021, previously an Officer at Gloucester City Council

Said Hansdot
Councillor for Gloucester City Council (until May 2021); Community Representative

Sandra Paul
Business Representative (until August 2021)

Sandra Samuel
Better Together Diversity, Equality and Inclusion Manager, Gloucestershire Constabulary

The work of the Commission was supported by Liam Moran (Policy & Development Officer, Gloucester City Council), Anne Brinkhoff (Corporate Director, Gloucester City Council until July 2021, and freelance thereafter), Julie Clarke (Corporate Support Officer, Gloucester City Council), and Miranda Bopoto (Officer, Gloucester City Council, until May 2021). The Commission would also like to thank Saleha Moolla, Haroon Kadodia and Amina Kathrada for their support in conducting community focus groups as part of the Call for Evidence.

WORK PROGRAMME

During the inaugural meeting of the Commission on December 3rd, 2020, the Commission agreed that a work programme would be required for the duration of the Commission. It was acknowledged that Gloucester City Council and the Commission would need to find the right balance between the breadth and depth of the topics to be explored, and the Commission undertook a data collection exercise, with this data reported back to the Commission in early February 2021.

At this meeting, the Commission agreed initially on four key areas to explore over its one-year remit. These include:

- **Criminal Justice**
- **Health**
- **Education**
- **Workforce**

This work programme was developed further into "Deep Dives" which explored each topic in greater depth. Each of the Deep Dive meetings were conducted in a presentation, questions, discussion, and Calls to Action format, as an open forum where Commissioners could speak freely about the topics at hand. For each Deep Dive meeting and presentation there were lead Commissioners who co-designed the presentation alongside the chair of the Commission, producing a short report reflecting the data and information collected, which then helped Commissioners make informed Calls to Action on the topic.

Each Deep Dive meeting, with the exception of the Workforce Deep Dive, included representatives from statutory organisations which the Deep Dive meeting was focused on. The Deep Dive meetings were purposefully designed to be a place where open and honest conversation could be had in a non-accusatory manner, with the goal being able to facilitate constructive, searching yet collaborative conversations, with accompanying Calls to Action that attempt to address and reverse the problems highlighted. The Deep Dive work programme was as follows:

Racially minoritized youth engagement in the Criminal Justice System	May 26th 2021
Addressing mental health inequalities in racially minoritized communities	June 17th 2021
Attainment of racially minoritized pupils in Education	June 30th 2021
The lack of racially minoritized representation across senior roles in Gloucester and Gloucestershire	September 29th 2021
Access to diabetes services in the context of higher prevalence among racially minoritized communities	November 2nd 2021

The Commission considered the findings and recommendations of the Gloucester City Monuments Review on 4th November 2021 and is feeding its views and recommendations directly to the City Council Cabinet. The Gloucester City Monument Review was led and written by the City Archaeologist in response to the third part of the Gloucester City Council motion, and focused on the results of a review of all monuments, statues and plaques within the City connected with the Trans-Atlantic trafficking of enslaved Africans.

Several Commissioners were keen to explore race inequalities in social housing in a sixth deep dive. This did not progress due to lack of capacity and engagement with partners and would be an important topic to review in the future.

In parallel, the Commission launched a Call for Evidence to provide an opportunity for any interested party to comment on the state of race relations within the City.

This report presents the findings and Calls to Action of the Commission's work over the last 12 months.

Section One

Gives a brief introduction into the City of Gloucester and the current demographic breakdown.

Section Two

Examines the findings of the five deep dive deeps alongside sharing the Calls to Action made to statutory organizations and agencies.

Section Three

Examines the results from the Commission's "Call for Evidence" which asked residents to share their personal stories of race and racism within the City of Gloucester, with the aim to clearly identify the current state of Race Relations within the City.

Section Four

Concludes the Commission's findings and makes Calls to Action about what the Commission thinks is required to ensure a legacy with the expectation that, once fulfilled, Gloucester and Gloucestershire is a better place for racially minoritized residents.

The report includes Calls to Action to individual organisations and the Gloucestershire public sector system as a whole. They are summarised in the appendix for ease of reference, including a breakdown by organisation.

TERMINOLOGY AND THE GLOUCESTER CONTEXT

The Commission actively discussed the most appropriate and suitable terminology to use when referring to racialised individuals. The Commission acknowledges that the widely used term BAME (Black, Asian and Minority Ethnic) is outdated and unsuitable for use, as it portrays a narrative that anyone who is not white is grouped together for ease of communication and identification. The commission has opted for the more progressive and modern term of *Racially Minoritized* in place of BAME.

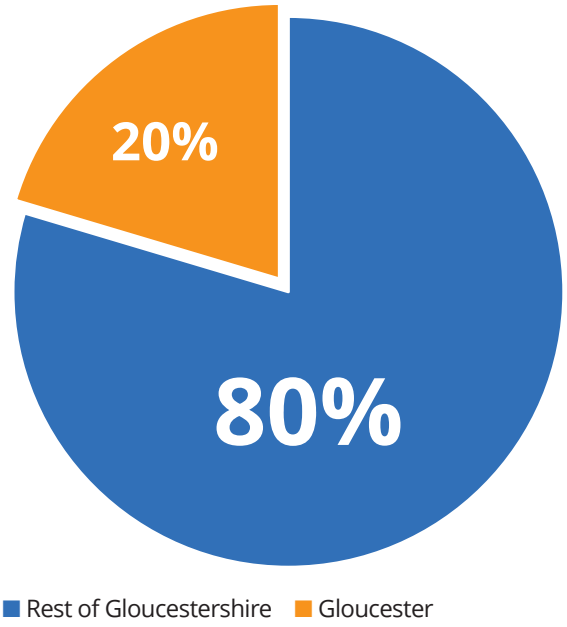
However, BAME will still be used in this report when direct quotes and primary sources of data and information use this term.

The Commission decided to use the term 'Call to Action' instead of 'Recommendation', as the expression Call to Action demonstrates more strongly the urgent need for action, whereas recommendation is more widely used and can imply a lack of urgency.

The Gloucester context

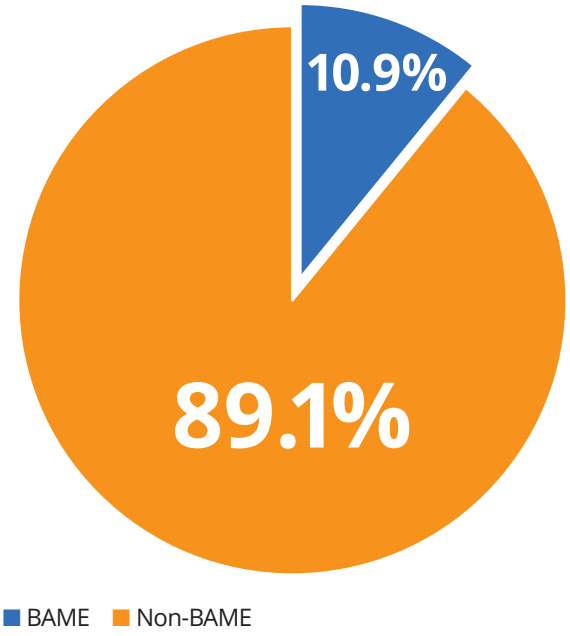
The City of Gloucester is the county seat for the County of Gloucestershire. It has the largest population with 121,700 residents out of a county total of 596,984 as of 2011 (the most recent census data available at the time of writing this report).

Overall Population of Gloucestershire

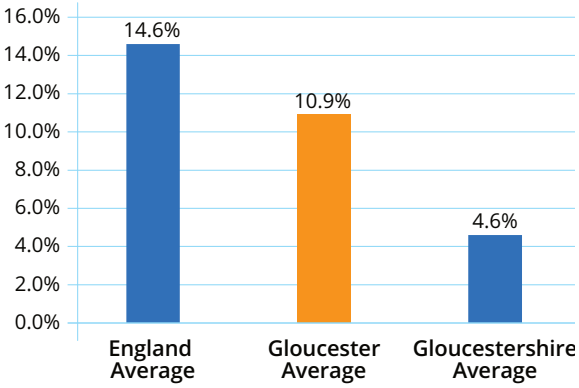


The population of Gloucester is the most diverse within the County, with 10.9% of the total population being from a BAME background. However, this is still considerably lower than the English national average which is 14.6%. We know that Gloucester is a young, diverse city. 16.6% of all people aged 0-19 in Gloucester are from a racially minoritized background. Furthermore, of the entire BAME population in Gloucester, 38.4% are aged between 0-19.

BAME Population in Gloucester



Percentage of BAME People in selected population

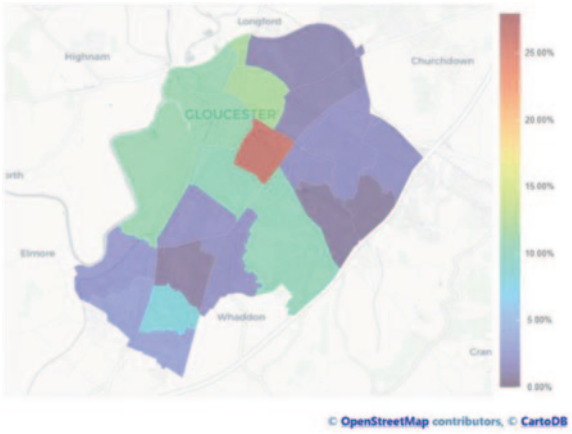


Despite the population being below the English average, certain neighbourhoods within Gloucester are more diverse than others. Within Gloucester, the ward and neighbourhood of Barton and Tredworth is the most diverse, with 41.4% of its population from a BAME background. Furthermore, in Gloucester 3.4% of all households have no members that speak English as their main language. This is important to note as there are more than 50 language spoken across Gloucester.

Below are heat maps that illustrate where some of the BAME communities live across Gloucester. Notably across all three maps is the ward and neighbourhood of Barton and Tredworth.

This map displays that the ward and neighbourhood of Barton and Tredworth has the highest proportion of Black African individuals living there, than any ward in the city.

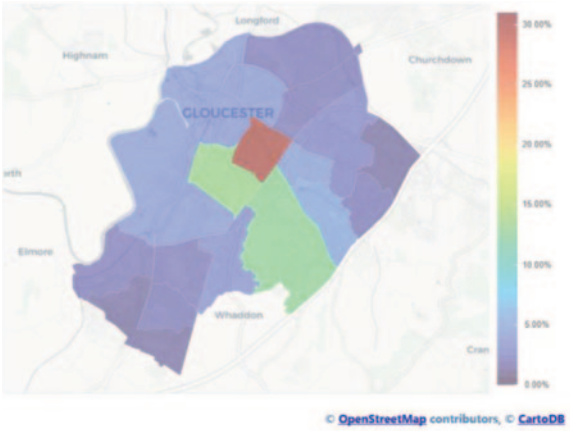
Gloucester: Black African



In contrast, the wards of Abbeydale, Abbeymead and Grange appear to have the smallest proportion of Black African individuals living there. It is important to note that the communities surrounding Barton and Tredworth have a large Black African community within them, centred predominantly around Gloucester City Centre.This map shows that Barton and Tredworth has the highest proportion of Black Caribbean individuals living there.

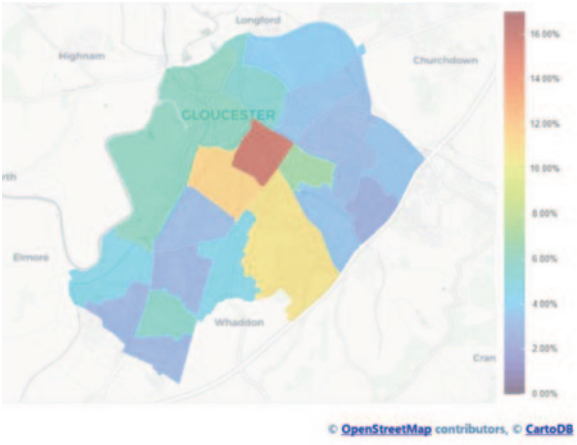
Similar to the map highlighting where Black African individuals live, this map continues to confirm the narrative that Barton and Tredworth is the most diverse neighbourhood in Gloucester. However, another emerging trend is that the wards and neighbourhoods surrounding Barton and Tredworth are also increasingly diverse and are focused around the periphery.

Gloucester: Black Caribbean



This map showing where mixed or multiple ethnic groups live within Gloucester confirms that not only is Gloucester a diverse city, but also an increasingly large amount of Gloucester's neighbourhoods and wards are diverse too. As seen with both the heat maps showing were Black African and Black Caribbean individuals live in Gloucester, this map also confirms that the central focus on Gloucester's diverse communities are still concentrated in Barton and Tredworth wards, but sprawling outwards into the wards of Coney Hill as well as Matson & Robinswood.

Gloucester: Mixed or multiple ethnic groups



Gloucester's diverse communities are the largest in the County, and the heat maps show where these communities choose to live. Looking forward, Gloucester's racially minoritized population is expected to continue growing and evolving. There is very little surprise then, that the wards and neighbourhoods around the Barton and Tredworth area are experiencing upward growth for these racially minoritized communities. As Gloucester continues to grow, so too do the communities which make Gloucester a unique city within Gloucestershire.

DEEP DIVES

1

Youth engagement in the Criminal Justice System

Introduction

Racially minoritized individuals in Gloucestershire are more likely to be stopped and searched compared to white individuals of the County. According to the StopWatch[1] data for 2019-2020, this is most prevalent amongst those from mixed backgrounds, who were searched at twelve-and-a-half times the rate of white individuals, and black individuals who were searched at six-and-a-half times the rate of white individuals. These findings are not unique to Gloucestershire, and the national data suggests this is reflected across the country. The findings of The Lammy Review published in September 2017, build on this, stating that:

> *Grievances over policing tactics, particularly the disproportionate use of Stop and Search, drain trust in the Criminal Justice System in BAME communities.*

(Page 17)

Beyond stop and searches, the rate of arrests is also disproportionately high amongst racially minoritized people, this is seen at both a national level, and local level within Gloucestershire. These findings reflect that racially minoritized communities are overrepresented when considering interactions and outcomes with the police and Criminal Justice System both in terms of stop and search and arrests[2]. The Lammy Review further expands on these findings stating:

> *Relationships between the community and the police also have a profound effect on trust in the justice system as a whole. The police, the Crown Prosecution Service, the courts, prisons and probation may all be separate institutions, but they form part of a single 'system' in many people's minds. The result is that treatment and outcomes at one stage in the Criminal Justice System affect trust in the integrity of all of it.*

(Page 18)

1 Stop-watch data Gloucestershire
2 https://www.ethnicity-facts-figures.service.gov.uk/crime-justice-and-the-law/policing/number-of-arrests/latest

Scope and focus of the deep dive

The focus of this deep dive was on the engagement and experience of young people from racially minoritized backgrounds with the Criminal Justice System in Gloucestershire. The lead commissioners for this deep dive developed the following hypothesis for the session:

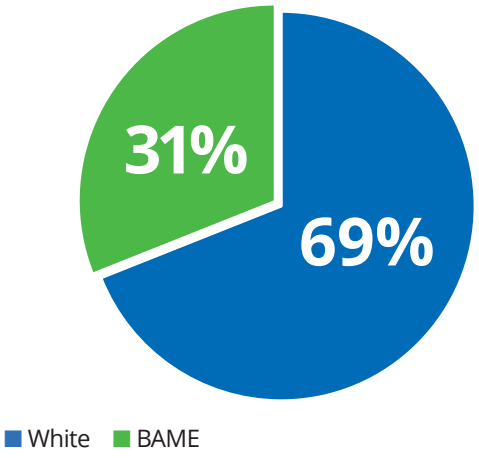
- Young people from a racially minoritized background have a disproportionately higher engagement with the criminal justice system
- Young people from racially minoritized backgrounds (particularly black males) have a negative experience of the Police and struggle to imagine what a positive relationship may look or feel like
- Gloucestershire Constabulary are committed to changing their organisational culture through the 'Better Together' workforce development initiative
- There are projects and programmes to support those at risk of offending earlier (investing upstream) and the emerging youth strategy is an opportunity to do more of this with contributions from partners.

The session was supported by ACC Rhiannon Kirk, Gloucestershire Constabulary, and Francis Gobey, Gloucestershire County Council's Youth Offending Team.

Materials and representations

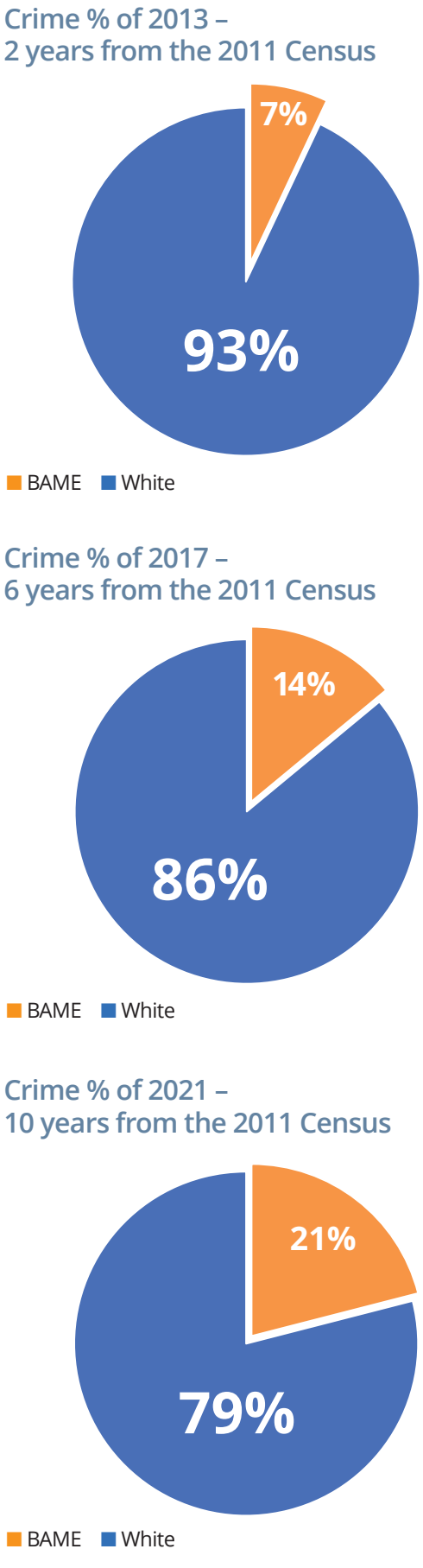
Gloucester Constabulary

CHART 1: Proportionality of offences (10-17 year olds) by local policing area, 2018-2021



The above chart highlights a significant disproportion of offences committed by children and young people by ethnicity, with 31% of all offences committed in the Gloucester Local Policing Area by children and young people from a racially minoritized background.[3].

CHART 2: Proportionality of offences (10-17 year olds) over time (Gloucestershire)



3 2011 Census data for 0-19 year olds (Black and Minority Ethnic groups) for Gloucester is 16.6%; for 0-17 year olds (Black and Minority Ethnic Groups) for Gloucestershire is 7%

The above data is extracted for 2013, 2017 and 2021 from substantiated crimes where an offender was recorded aged between 10 and 17 at the time of the offence. It shows a level of proportionality for 2013 and growing levels of disproportionality for Gloucestershire in 2017 and 2021.[4].

Analysis of **custody data** for Gloucestershire between March 2019 and April 2021 shows the following:

- **There were a total of 15,012 detentions in Gloucestershire**
- **Of those, 1,113 (7.4%) involved children and young people (C/YP)**

Of the 1,113 children and young people detentions, 213 (19.1 %) relate to someone defined as from an ethnically diverse community. Taking the 2011 census data, this compares to an ethnically diverse children and young people percentage of 7% for Gloucestershire, highlighting the disproportionality of detentions.

Where a child or young person from an ethnically diverse community is detained, they are more likely to receive a charge outcome than a white counterpart (20.2% vs 12%). They are less likely to receive a 'No further action' (NFA) outcome (49.3% vs 54.2%).

Where a children and young people from an ethnically diverse community is detained, they are less likely to receive an out of court disposal (OOCD) when compared to those of a white background (8.0% vs 12.4%).

The top offence categories for white and ethnically diverse community children and young people coming into custody vary.

TABLE 1: Top offence categories for white/ ethnically diverse children and young people coming into custody

White children and young people

Violence against the person	**25.4%**
Drugs	**8.7%**
Arson/criminal damage	**13.8%**

Ethnically diverse children and young people

Violence against the person	**33.7%**
Drugs	**22.2%**
Arson/criminal damage	**10.0%**

Gloucestershire Constabulary recognises the disproportionalities and has committed to a regional disproportionality project involving other CJS partners in order to examine the data further. It has also committed to a regional project to look at legitimacy and disproportionality in the CJS.

The 'Better Together' initiative is a bespoke organisational development programme at Gloucestershire Constabulary designed to tackle

challenges that racially minoritized staff face, including lack of role models, prejudices, and micro-aggression. It has established a BAME Legitimacy Panel which provides independent advice and challenge of current practices in the Constabulary. It focuses on workforce issues, including making the service more representative and improving retention and progression of racially minoritized officers, Hate Crime as well as a proportionate and fair stop and search practices..

Youth Justice

The Gloucestershire Youth Offending Team is part of the Youth Support service, a multi-agency response to support youth crime prevention and tackle child exploitation. Partners include the Police, Probation, Local Government, Health and independent VCSE organisations. The team's purpose is to reduce first time offending, repeat offending and entry to custody in 10- to 17-year-olds by reducing risks, rehabilitating offenders, and looking after victims. It is committed to restorative justice approaches.

From 2012 to 2018, young people of Black, Asian, racially minoritized and mixed heritage in Gloucestershire were consistently over-represented in the offending population (10–17-year-olds).

For the year ending March 2018, Gloucestershire young people from a white ethnic background accounted for 83% of all young people (151/195) receiving a Youth Caution or Court Conviction. Those from a Black ethnic background accounted for 4% (7), those from an Asian ethnic background for 1% (1) and those from a mixed ethnic background for 11% (21). Just over half of the Youth Offending cases come from Gloucester City.

Table 2 highlights the disproportionate level of young people from diverse communities that were open to Youth Justice in 2020/21.

4 It should be noted that the demographics of the County are likely to have changed over the last 10 years and we are awaiting the 2021 Census data to understand a more accurate figure of disproportionality.

TABLE 2: Young People aged 10-17 in Gloucestershire open to Youth Justice in 2020/21

Ethnicity of young people open to Youth Justice:

Ethnicity	Q3 2020/21	Q2 2020/21
Black Caribbean	2	3
Black African	1	0
Indian	1	1
Not known	3	1
Other Asian background	1	1
Other Black background	2	2
Other Mixed background	2	3
Other White background	7	11
White & Black African	2	1
White & Black Caribbean	12	11
White British	54	61
White – not known	1	0
Other	1	0

• Excluding those young people with an ethnicity of unknown, 37% were BAME. This compares to 35% in Q2.

Overall, Gloucestershire has a successful approach for not criminalising children. The 'Children First' scheme has operated as a partnership between Police, Youth Offending/Youth Support, Victim Support and Restorative Gloucestershire since 2018. It uses a trauma informed approach with restorative interventions and works with community partners to provide social activities. It has successfully reduced the number of 10-17 year olds entering the criminal justice system as 'First Time Entrants'.

Between January 2019 and December 2020, the Children First scheme diverted 348 young people, or approximately two-thirds of those open to Youth Justice. A breakdown of ethnicity shows that 69% were 'White British' and 31% were from ethnic minorities.

In conclusion, local data suggests that there has been and continues to be a disproportionate engagement of 10–17-year-olds from a racially minoritized background with the youth justice system. Further, not all children are equally able to benefit from Children's First diversionary approach: young people from racially minoritized and mixed heritage backgrounds represent 37% of Youth Offending cases overall, but only 31% of Children's First diversion.

The Music Works – young people's experiences

Interviews were carried out with 11 racially minoritized young people from Gloucester who have gone thought the criminal justice system and engaged with the Music Work's music intervention programme5. All were referred by the Youth Justice Team. They were selected at different stages of their involvement with the criminal justice system, but all had been or are currently going through a youth justice order.

Of the 11 young people interviewed, 10 felt targeted by the Police at one point in their lives, with comments being:

- *Getting 'told off' by police for causing trouble in and around the streets out with friends playing football.*
- *My first interaction with was the police was when I was very young, when my house got burgled. I felt as they was searching us instead helping get our belongings back*
- *Me and my mates were hanging around and the not doing much and the police got involved to say we were causing anti-social behaviour*
- *I was taken home for being out with my friends at early times in the morning*
- *I got in an altercation with someone and the police came and arrested me*
- *I was hanging around outside shops with friends, the police said we were causing trouble and told us to move on*
- *It was mainly because I was hanging around on the streets*

5 The Music Works are a Gloucester-based charity who work with young people in challenging circumstances helping they to reach their full potential through music; www.themusicworks.org.uk

Of the 11 young people interviewed, 7 had a youth justice worker at any point in their lives, with comments being:

- *Yes, YST and Youth Justice, they saved my life, I have a lot of respect for them. They helped and levelled me when I was not in a good place and was involved in lots of bad things*
- *Yes, the youth justice worker I worked with really did help me as the police just wanted me off the street and forgotten about but it was my youth worker who really made me realise what I done was wrong and what consequences*
- *Yes, it was okay. I just went as part of my order, I felt like they were just doing their job and didn't really understand from my point sometimes*
- *Yes, at times it felt a bit pointless but I met Music Works out of it which was good. When Youth Justice stopped working with me I ended up getting into trouble again, sometimes it's good to have some there to support you and knows your struggle*
- *Yes, I'm with them now. I feel like it's good, it keeps me busy with positive activity*

In response to the question of how relationships between young people and the police could be improved, comments were as follows:

- *Need more people like youth support and more people doing the right thing for the community*
- *I want to see a mutual respect and a civil relationship between the police and young people, especially between police and the young people from ethnic backgrounds*
- *I would like to be able to walk to the shop and back home without being harassed by the police for being young and black*
- *Police taking the young peoples' needs and emotions into account more*
- *A community where police and citizens are cool with each other rather than hate each other*
- *Police need to be in the community doing positive work, we only see them when it's related to something negative*
- *I would like to see less stereotyping and criminal profiling*
- *More opportunities for young people that prevent them from going down a negative route*
- *Can't see a better future between police and young people*
- *I would like to see more things to do in the area for young people*
- *Police to leave us alone*

Whilst it is acknowledged that this is a small sample size, it is striking to realise that all of the young people interviewed had similar negative experiences and interactions with the Police, feeling targeted or stereotyped. Young people recognised the need to improve relationships with the police. There were a number of suggestions given, with the Police better understanding a young black person's perspective and experience being key to this.

Experiences with Youth Justice Workers were characterised as more positive and productive, and it was acknowledged that engagement was based on a desire to understand the young person's perspectives and circumstances in order to support them to bring about positive changes.

Conclusion and Calls to Action

In conclusion, the data and representations confirmed the disproportionate engagement of children and young people from ethnically diverse communities in the criminal justice system. The complexity of data recording and analysis is noted and with this, a concern about drawing robust conclusions that lead to meaningful interventions. Feedback from a survey with children and young people engaged in diversionary activities highlights the need to forge relationships that are, and are seen to be, free of racial biases and prejudices.

These are massive undertakings that require long-term commitment to changes in workforce practices and recruitment. Gloucestershire's successful 'Children First' programme was noted, yet it needs to ensure that it is designed to meet the needs of all children and young people in order to prevent this group from entering the criminal justice system.

The Commission make the following Calls to Action:

- The Commission welcomes the recognition by the Constabulary that young people from racially minoritized backgrounds are disproportionality engaged with the CJS and receive poorer outcomes than their white counterparts. We also welcome the commitment of the force to a regional proportionality project that will explore the Criminal Justice data more deeply.
- The Constabulary could be more public in the engagement work it does. It should also purposefully extend their engagement to groups and/or community organisations who work with young people who need to build better relationships with the Police, for example the Music Works.
- The Constabulary must continue its effort to recruit a proportionate police force at pace. It should consider other measures include setting an aspirational target, increase efforts to promote policing as a career to people from racially minoritized communities and learn from other areas, including the United States.
- The Commission welcomes the reverse mentoring programme and recommends for this scheme to be made available at a Gloucestershire wide footprint; and to organisations from the public and private sectors.
- The Constabulary should broaden the training programme for new Police recruits to engage with civil society and voluntary and community organisations representing racially minoritized people, including GARAS in their role as supporting refugees, early on in their careers. Establishing relationships early will dispel prejudice and help to build effective community relationships.
- The Commission notes the success of the Children First programme as a mechanism to divert young people from the criminal justice system and reducing re-offending rates. Continued investment in organisations and projects to focus on prevention is critical and must feature high in the priorities of the Constabulary and the new Police and Crime Commissioner.
- The Constabulary should maintain its focus on an asset based, trauma informed and problem solving approach to neighbourhood policing, particularly at PCSO levels, making use of existing organisations in the City that can support it in further developing these approaches, including recording and evaluating the impact on the wider system.

DEEP DIVES

2

Addressing mental health inequalities in racially minoritized communities

Introduction

Addressing mental health inequalities in racially minoritized communities has long been a priority, recently highlighted in the NHS Long-Term plan and the advancing mental health equalities strategy. For many years, there has been a disproportionate number of individuals from ethnic minorities in inpatient services in Gloucestershire with mental health conditions. COVID-19 has again put this inequality into the spotlight, as it has affected all areas of our society, with the biggest impact on people from racially minoritized backgrounds.

A recent survey by MIND has shown that existing inequalities has had a greater impact on the mental health of people from different backgrounds than white people during the pandemic. The Black Lives Matter movement has similarly highlighted the racial inequality and it's this momentum that gives us a chance to assess our position locally, understand and listen to why there is this disproportionality, challenge how things have been done previously, and drive forward mental health equality for all.

In response the Clinical Commissioning Group has produced a report that brings together all knowledge about individuals from racially minoritized backgrounds and access to mental health services in Gloucestershire in the context of Black Lives Matters, the 2019 report on 'The use of the Mental Health Act in Gloucestershire' and the Director of Public Health's 2020 report 'Beyond Covid: Race, Health and Inequality in Gloucestershire'. The report concludes with some recommendations and change for action in Gloucestershire, which will be used as a basis for consultation with Gloucestershire's multi-agency Covid-19 BAME Task and Finish Group, Gloucestershire Health & Care (GHC) NHS Foundation Trust's Social Inclusion & Partnership Team, Gloucester's Race Equality Commission as well as other local community groups and organisations.

Scope and focus of the deep dive

The deep dive session focused on a review of the "#BlackLivesMatters" report, Gloucestershire's Mental Health Services report, and a critical review of its recommendations. It was part of a series of consultations led by Commissioners to inform the final Calls to Action of the report. They will be taken to all relevant decision-making bodies in the local health and social care community/ Integrated Care System (ICS). This will include Gloucestershire's Mental Health and Wellbeing Partnership Board and Mental Health Clinical Programme Group.

The report examines the detention rates of racially minoritized people under the Mental Health Act, advocacy services and mental health services. The report concludes that Gloucestershire data reflects the national position of both an over-representation of the racially minoritized community under compulsory powers of the Mental Health Act and underrepresentation in other mental health services. It points out that insufficient recording of ethnicity data in many community services does not allow robust conclusions, access or suitability of services. It further highlights the need for a more diverse workforce in mental health services and on-going concerns about the quality and use of interpreters and translations services. The report identified 10 recommendations including cultural competence training for staff in mental health services, better ethnicity data recording, more culturally aware commissioning of services, a review of interpreter policies and guidance, regular specific mental health focused community events and in depth analysis of racially minoritized admissions under the Mental Health Act to identify options for alternative and earlier interventions.

The session was supported by Karl Gluck, Head of Integrated Commissioning for Adult Mental Health, Advocacy and Autism, Gloucestershire County Council and Clinical Commissioning Group; Noor Al-Koky, Commissioning Officer – Integrated Disabilities Commissioning Hub, Gloucestershire County Council; and David Pugh, Consultant and report co-author.

The Commission make the following Calls to Action:

1 The Commission welcomes the "#BlackLivesMatters" report as a timely and important focus on tackling mental health inequalities; and endorses its recommendations.

2 There is a notable and welcome focus on tackling race inequalities amongst the public sector in Gloucestershire, including the recent report of the Director of Public Health. Tackling health inequalities requires joined up leadership at the highest level. The Commission recommends that 'promoting Equality, Opportunity and Inclusion' features as a key objective within the Gloucestershire 2050 vision and the reformed Integrated Care System (One Gloucestershire)

3 The Commission considers that inequalities experienced by racially minoritized communities are very different to all other protected characteristics and recommend that the ICS commit to the preparation of a Race Equality Strategy for the Integrated Care System.

4 The Commission considers the collection of good quality ethnicity data in all public services as a fundamental requirement to understanding and tackling race inequality. Datasets need to be complete and accessible to those who plan or review services and need to become integral to performance management regimes. The Commission welcomes recommendation 6.2 of the report; whilst cultural intelligence training and messaging will be important in driving up response rates we think that this messaging needs to be clear on the 'why' or purpose of data collection and its importance in achieving better health outcomes. Improving data collection is about the right process and mindset in equal measures.

5 The Commission welcomes the focus on cultural intelligence training (recommendation 6.1) and considers that this needs to go beyond a one-off training but a sustained focus on awareness raising and changes in believes, values as well as known and unconscious biases. We consider the term 'education' to be preferable to training as it implies a longer-term process of engagement. We consider that cultural awareness education should be informed by and co-delivered with racially minoritized communities/representatives within Gloucester.

6 Invest in the design and delivery of a creative, bespoke, local PR campaign to raise awareness of mental health issues and tackle stigma amongst racially minoritized communities. As part of this identify and encourage Gloucestershire racially minoritized individuals to come forward and openly talk about mental health. Focus in particular but not exclusively on men, younger people and the second/third generation of residents from a racially minoritized background.

7 Develop an ambitious vision and programme for 'digital health' which is inclusive and accessible by communities and individuals not only in the context of delivering regular specific mental health focused community events (with reference to Recommendation 6.8) but also to support the future of mental health.

8 Focus on achieving a more diverse workforce at all levels and consider other measures include setting an aspirational target, increase efforts to promote health as a career to people from racially minoritized communities and learn from other areas, nationally and internationally, including the United States.

9 Create an independent mechanism that can hold the Integrated Care System to account for the implementation of the Calls to Action in this report and can further act as an independent source of advice, support and guidance in achieving race equality in the health system.

DEEP DIVES

3

Educational attainment of racially minoritized pupils

Introduction

Education is a crucial determining factor in the development of an individual and their outcomes in later life – however, school experiences and educational outcomes vary across different ethnic groups. After reviewing data relevant to Gloucester and Gloucestershire included in the Commission's Initial Report released in February 2021, the Gloucester City Commission to Review Race Relations chose Education as one of the 'Deep Dive' topics. The Commission thanks Michell Littlegray for her involvement and support with this Deep Dive. Education is a multi-faceted function of society, and measures of educational success lie both within and outside the classroom. The question which the education Deep Dive has sought to answer is:

What are the plans to halt and reverse the comparatively poorer attainment outcomes for Black children?

Background

Initial research undertaken at a local level reveals that there is not currently a comprehensive, overarching strategy or plan specifically aiming to "halt and reverse" the poorer attainment outcomes for Black children in Gloucestershire. However, there are initiatives being undertaken in schools across Gloucester to address the disparities between pupils.

The current data for Gloucester and Gloucestershire demonstrates a mixed picture when it comes to the attainment levels of pupils broken down by ethnicity. In 2019, at the end of Key Stage 2, pupils from racially minoritized backgrounds in Gloucester were more likely to achieve a positive progress score in Reading, Writing and Maths than White pupils - although Unclassified pupils achieved the highest score overall. The same trend is seen when it comes to the 'Progress 8' score of pupils, or their progress achieved between Key Stage 2 and Key Stage 4, where racially minoritized pupils again see stronger performance than White pupils, both in Gloucester and nationally. However, there is significant variation within minor ethnicity groupings, which these wider trends do not fully demonstrate.

At Key Stage 2, although small cohorts, Asian and Chinese students were the highest achieving pupils in Gloucester and at a County level. Black pupils, alongside White Other and Other Ethnicity groupings, were the lowest attaining ethnic groups. On a national level, Black pupils are the lowest attaining group. At Key Stage 4, overall, in Gloucester

	Permanent Exclusions			Fixed Term Exclusions (incidences)			Fixed Term Exclusions (incidences)		
	Glos-Shire	South West	England	Glos-Shire	South West	England	Glos-Shire	South West	England
White British	0.09	0.11	0.10	5.80	6.54	6.01	2.44	2.68	2.53
Minority Ethnicity	0.17	0.10	0.08	6.80	5.31	3.91	3.132	2.61	2.20
Unclassified	0.16	0.18	0.17	6.05	12.76	8.47	3.22	4.85	3.84
TOTAL	0.11	0.11	0.10	5.97	6.45	5.36	2.57	2.70	2.44

racially minoritized groups had a lower percentage of pupils with a strong pass in Maths and English compared to White British pupils. However, Chinese and Asian groups saw the highest percentages of pupils achieving a grade 5 or above in English & Mathematics of all pupils in Gloucester, a pattern which is seen on a County and National level. Black pupils had the lowest proportion of pupils achieving a strong pass at Key Stage 4.

Furthermore, we know that within Gloucestershire in 2019, Black Caribbean pupils scored an average progress 8 score of -0.54, the second lowest out of all racially minoritized groups within Gloucestershire, where the lowest score was -0.57 for pupils identified as Black other.

The data highlights some of the issues with using the BAME umbrella term to group all minority ethnicities together, particularly in relation to education as outcomes can vary significantly within the minor ethnic groupings. There are significant variances with Asian and Chinese pupils on the whole tending to perform well, and Black, especially Black Caribbean, and Mixed Ethnicity, particularly White and Caribbean, pupils doing less well. The disproportionality between pupils is seen across almost all areas of education, including in school exclusion rates.

The conclusion is that Black pupils in Gloucester and Gloucestershire are experiencing attainment shortfalls compared to the average attainment levels, and currently there are no strategic City or County wide plans in place to address this attainment gap specifically for Black pupils.

When it comes to exclusions, the permanent exclusion rates for racially minoritized pupils in Gloucestershire are not reflected regionally in the South West, or the rest of the country, suggesting Gloucestershire is performing more poorly than the regional and national average in terms of permanent exclusion rates for racially minoritized pupils. This trend is also seen when it comes to fixed term exclusions, with Gloucestershire seeing a higher rate of exclusions for racially minoritized pupils than White British pupils, whereas in the South West and England as a whole, higher levels of White British pupils are excluded than their racially minoritized classmates. This indicates a need for action to address this discrepancy in Gloucestershire.

Previous Efforts

Despite the shortfalls in attainment levels for Black pupils in Gloucester, there have been programmes in the past that have attempted to address this issue. The Fishpool African-Caribbean Achievement Project ran in four Gloucester schools from 2005-2008. The project focused on four secondary schools within Gloucester, which were Beaufort, Brockworth Enterprise, Severn Vale and Churchdown. The purpose of the programme was to implement academic mentoring and a range of activities organised to raise aspirations and widen experiences for Black pupils. The project was focused on the pupil, but involved teachers, parents, and the wider community. The success of the programme was varied, and feedback is dependent on who you ask. Two of the commissioners involved in the Fishpool project have differing views, and each come from a unique perspective: one a teacher and educator, and the other a student, who were both involved in the project.

Miranda Bopoto moved to Gloucester as a 9-year-old from Zimbabwe, and had attended primary school, and then attended Severn Vale Secondary School. At both of these schools she was one of the few racially minoritized and certainly Black children within her year group, and school as a whole. Now, as a grown woman, she can better reflect on why Fishpool was something she “really needed” without knowing it. Miranda says that the “Fishpool lunchtime sessions at my school were organised by Ms Littlegray, and often, this was one of the few occasions we were able to come together as Black students and just talk and share our experiences.” She is able to see now why it is extremely important for racially minoritized children to be able to have “such safe spaces where they can share their lived experiences with people who are in the same boat”. Miranda says it also allowed “for the cultivation of cultural and religious experiences which may otherwise not necessarily happen when as BAME students you are spread out in small pockets across the school and are often in a classroom by yourself”. Furthermore, Miranda states that the Fishpool project was “transformative for me as the award evenings which were held at the end of the year provided an opportunity for me to see Black students from across different schools in Gloucester

who were doing well in school, and had gained places at top universities".

For Miranda, the experience gained from the Fishpool project had an "extremely positive impact on [herself] and other students". Michell Littlegray, Deputy Headteacher at Severn Vale Secondary School, agrees that the project had positive outcomes in terms of "raising self-esteem and a sense of belonging" for pupils. However, she states that in terms of closing the educational gaps the "model had limited success".

Michell says that from her perspective as an educator and school administrator, the Fishpool project "enabled us to develop strong links with the families of our students and this was something that started to change the culture of parental engagement for some of the more reluctant parents/carers". Furthermore, Michell states that "whilst the focus was on raising the profile and aspirations of our selected young people it was limited in outcome with the 'request' to promote Black history month and present a school performance for the annual Fishpool Awards Evening". It was felt that this was "perhaps a little narrow and even tokenistic". However, Michell mentions positive components involved included inviting "positive role models into school to talk with the young people and share their experiences and offer 'another' view of success through business and further/higher education and this was well-received by most students". Michell suggests that it would be worthwhile to try and "forge links with parents and the wider community" and further suggests that "a regular timetabled slot as part of the day's learning would be much better than having to squeeze it into a lunch-time add-on that meant the students had to miss lunch, football etc in order to take part" as other extracurricular activities, such as music lessons, were permitted during lesson time.

Current Efforts

We know that individual schools across Gloucester are actively seeking to make their schools more diverse, inclusive, and culturally competent spaces for pupils and staff. When the Commission spoke with G15 - Gloucester's Head Teachers forum, there was valuable insight provided into the work schools have undertaken and continue to progress.

In one school with a substantial number of black pupils, there is recognition that far too many black pupils are on the behaviour pathway, and further acknowledgement that there are real attainment issues for many of these pupils. The same school has undertaken many initiatives to try and address these issues, some more effective than others. Initiatives include focusing on aspiration, careers, university visits and raising awareness of Russell Group universities. The school states that this is not solely for black pupils, but they are included along with others who require additional support.

Furthermore, the school brought in an influential

mathematician to speak to students, and has amended the History and English curriculums. For example, Key Stage 3 pupils started this year with a UK migration unit beginning with the Romans through to the present day. Furthermore, the school invited parents of Black pupils to share the experiences of their children at school. This saw parents speaking to senior leaders to give a greater understanding of what the school experience is like for these children, and the unique challenges they face.

While other schools within Gloucester may not be addressing racially minoritized attainment to the same extent, there are undoubtedly initiatives taking place across the board. For example, in another school within Gloucester, the Commission heard how black pupils wanted to let the school know what it was like to be racially minoritized at the school. The headteacher said it was eye opening, and they continue to work together. Furthermore, the school has undertaken unconscious bias training for staff, and taken simple but hugely impactful steps like encouraging teachers to think about who they're directing their questions to, as well as ensuring they know and are able to pronounce students' names correctly so they can ask them questions. Staff have also signed up for leadership training next year, acknowledging that the current school leaders are mostly white and middle class. This head teacher recognised there is a lot to sort, but that the school is beginning to enact change. Other examples were raised in the G15 meeting of actions being taken across Gloucester's schools, but it was clear that some schools are doing more than others, partially due to the make-up of the pupil population and proportion of racially minoritized pupils.

Conclusion and Calls to Action

Racially minoritized pupils still face many challenges and experience racism in school, and Gloucester's headteachers acknowledge the current situation and recognise there is more work to be done. While there are numerous efforts taking place at a school level in Gloucester and Gloucestershire, there are currently no overarching or systematic plans in place to "halt and reverse the comparatively poorer attainment outcomes for Black children". Despite the individual actions taken independently across the different schools in Gloucester and Gloucestershire, there are no efforts currently in place aiming to address attainment and exclusion issues for racially minoritized pupils at a strategic county/city wide level. The following Calls to Action set out to change this, to begin to halt and reverse the comparatively poorer attainment outcomes for Black children.

The Commission make the following Calls to Action:

1 The Commission welcomes the efforts of schools across Gloucestershire to ensure that students of diverse and wide-ranging heritages learn and grow in a culturally informed and supportive space. We strongly support learning from lived experience alongside data across the county and research nationally to identify and address attainment and progress gaps and reduce exclusions for students of Black, Asian and racially minoritized backgrounds.

2 Gloucestershire County Council's School Improvement Strategy states that "every child and young person should have the opportunity to reach their full potential and have a positive school experience" and that "there is a collective responsibility for the outcomes for young people" [6]. The Commission supports this endeavour and would like all schools, no matter how they are governed, to subscribe to these aims. It is recommended that the School Improvement Strategy be amended to refer specifically to racially minoritized pupils in addition to the every child approach.

3 The County Council's School Improvement Strategy states that, "in a school-led system, responsibility for improvement lies primarily with the schools." However, while the remit for improving outcomes ultimately lies with individual schools, the strategy also acknowledges that the local authority "has a statutory duty to challenge and where necessary intervene in schools in order to raise standards." We recommend that all maintained schools are challenged to look at the attainment and achievement with their Performance Adviser and that the Local Authority ensures that academies and private, voluntary and independents have clarity about the expectations of the commission and out collective responsibilities.

4 Gloucestershire County Council School and Early Years Improvement Teams, should work alongside Early Years providers, primary, secondary and special settings to develop a comprehensive action plan with sustained measurable and targeted initiatives to improve to reduce the gap, year on year between pupils of Black and racially minoritized backgrounds and their peers.

5 The County Council has a significant range of measures in place to improve school outcomes – this includes a central service for governors, specialist HR advice, facilitating school-to-school support, support for new and acting headteachers, and the provision of a range of other services that support and facilitate school improvement. For example, the School Improvement Strategy cites "bespoke training in response to local needs", a "single issue school led improvement model", and "Closing the Gaps workshops, events and [an] annual conference" – with many of these initiatives specifically aiming to support disadvantaged children. It is recommended that permanent exclusions of racially minoritized and specifically Black pupils become a top priority, with inclusive behaviour and unconscious bias workshops being established for maintained schools and encouragement for all academies and private, voluntary and independent to make this a priority. This would allow for the exclusion rates of racially minoritized pupils to become a sustained area of focus, through the provision of this additional support for headteachers and teaching staff.

6 The Commission welcomes the joined up approach G15 (supported by Peter Rowland and Kirsten Harrison) has taken to facilitate conversations and improve outcomes across schools in Gloucester, along with the willingness of both G15 and the County Council School Improvement Team to work collaboratively with the Commission to improve outcomes for racially minoritized pupils. The Commission recommends that, building on this, the Gloucestershire County Council School Improvement Team, alongside officials from G15, spearheads the development of a comprehensive action plan with sustained measurable and targeted initiatives (and possibly interventions) to improve Black and racially minoritized attainment across Gloucester's schools.

7 The Commission supports the County in seeking to have a culturally representative mix of school staff and governors and encourages schools, settings, and the LA to work with external agencies, working within Safer Recruitment Practice, to work toward this aim. We recommend schools encourage and facilitate the development of student networks, and establish collaborative links to Black business owners, Community leaders, parents, and other role models in showcasing success. This cannot be tokenistic but an embedded pathway to achieving better outcomes for racially minoritized students.

8 We recommend best practice across all sectors should be celebrated. The Commission recommends regular sharing of learning and outcomes so that all can learn from the best practice of others.

9 Whilst there is some great work being undertaken to address the above disparities, it is recommended that schools consult with ethnically diverse students and parents to understand their needs in achieving improved attainment and outcomes, as one size never fits all.

DEEP DIVES

4

The lack of racially minoritized representation across senior workforce roles in Gloucester and Gloucestershire

Introduction

Stable and reliable employment, whether it be paid or voluntary, is central not only to local communities but to the personal growth and development of the employee as a whole. It also plays a key role in the experience and understanding employees have of their local communities, and interactions with others in their community. The sectors of employment in which racially minoritized individuals find themselves, as well as the level of seniority they reach within their organisations, are key determinants of their wider outcomes, including when it comes to healthcare.

The killing of George Floyd and the disproportionate impact COVID-19 has had on racially minoritized communities has highlighted the high degree of inequalities regarding health, criminal justice, housing, and employment within our society. Furthermore, we know that employment is a key factor in the 'wider determinants of health' which, as highlighted by the impacts of COVID-19, has a profound and disproportionate effect on racially minoritized communities. The Director of Public Health Report published in September 2020 entitled *"Beyond Covid: race, health and inequality in Gloucestershire"* states:

> *Whilst we often think of unemployment and low income as the key driver of health inequalities, in the case of COVID-19 and BAME communities, the nature of employment is a particularly important factor. People from BAME groups are significantly over-represented in the health and care workforce in England. It is not possible for these and other key worker roles (such as food distribution, retail and cleaning) to be undertaken from home and so these frontline workers have greater exposure to COVID-19. Other factors may play a part in this disproportionate risk, such as the use of public transport to travel to work and insecure employment, meaning that an employee is less likely to take time off sick with COVID-19 symptoms.*[7]

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7 Beyond Covid: race, health and inequality in Gloucestershire

Furthermore, we know some racially minoritized communities are more likely to live in multi-generational households or may be more likely to live-in low-quality housing, due to lower than average incomes. This could help the virus spread further, and therefore increases the risk and impact COVID-19 has on these communities. A consensus document provided to the Scientific Advisory Group for Emergencies (SAGE) furthers this point by stating:

> *Several aspects of household composition and housing characteristics could be related to ethnic inequalities in Covid-19. Those who live in crowded, low quality housing and in a multi-generational composition will be at greater risk of exposure and transmission which could therefore potentially contribute to ethnic inequalities.*[8]

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Whilst racially minoritized individuals are employed across all sectors in our society, data for Gloucestershire shows that they are often not in senior management positions and can face barriers in progressing to a more senior level once inside organisations. This Deep Dive sets out to examine in more detail the following:

People from racially minoritized backgrounds are significantly under-represented in senior management positions within all statutory organizations in Gloucester and it is recognised that most are devising positive action. What can we do together to make Gloucester(shire) a place where racially minoritized people want to and are able to progress to the highest levels within organisations?

Background

Gloucester has the highest percentage of racially minoritized individuals within the County, making up 10.9% of the overall population, compared to 4.6% of the population in Gloucestershire. The data below, although not always directly comparable data sets, shows that, overall, racially minoritized individuals are more likely to be underrepresented across high-paid leadership positions across the county.

Workforce ethnicity data is difficult to compare, as each organisation and workplace collects, organises, and presents their data in their own way, and there is no statutory reporting requirement. This means there are discrepancies in the units of measurement used by each organisation and workplace, and how they choose to present their data. Where possible the commission has tried to compare the data like for like, however the commission acknowledges the difficulties in producing a clear and succinct narrative across all data sources.

A snapshot of relevant data from Gloucestershire public sector organisations is as follows:

Gloucestershire Health & Care NHS Foundation Trust

- In 2019-2020 6.6% of Gloucestershire Health & Care NHS Foundation Trust staff are racially minoritized, this is lower than the 10.9% average of the total Gloucester population, but higher than the racially minoritized population of Gloucestershire which is 4.6%.

Gloucestershire Clinical Commissioning Group (CCG)

- In 2019 there were no racially minoritized staff employed in jobs where they earned more than £52,306.
- In 2020 the Clinical Commissioning Group employed 202 non-clinical staff of which 11 (5.4%) were racially minoritized. Their salaries ranged from £19,737- £51,668.
- In 2020 the Clinical Commissioning Group employed 134 clinical staff of which 14 (10.4%) were racially minoritized. Their salaries ranged from £31,365-£62,002.

Gloucestershire Hospitals NHS Foundation Trusts

- In 2019, 14.1% of all Gloucestershire Hospitals NHS Foundation Trusts staff were racially minoritized.
- In 2019 white staff are 1.03 times more likely to be appointed from shortlisting compared to racially minoritized staff.

8 Housing, household transmission and ethnicity: For SAGE meeting 26th November 2020, Consensus statement

Gloucester City Council

- In 2020, of the 220 staff working at Gloucester City Council, 9.2% are racially minoritized.
- Of those who stated their ethnicity, 0% of racially minoritized staff earn more than £40,000 at Gloucester City Council.

Gloucestershire County Council, Including Gloucestershire Fire & Rescue Services

- In 2020, 6.29% of Gloucestershire County Council staff were racially minoritized.
- Racially minoritized representation remains low at the senior management level but proportionate through the other grades, including across managerial roles.

The University of Gloucestershire

- In the years 2018-2019, racially minoritized staff accounted for 6.39% of the workforce.
- Of the ethnic minorities identified as "Black or Black British" formed the smallest proportion of racially minoritized staff at 0.96%

Gloucestershire Constabulary

- As of 2019, racially minoritized police officers made up 3% of the Constabulary Workforce.
- As of 2019, Black or Black British police officers in Gloucestershire constabulary made up 0.4% of the workforce.

To conclude, the discrepancies in the way data is gathered, presented and analysed across different organisations means that the Commission struggled to gather and compare this data. This was particularly the case when it comes to the topic of workforce representation, which could have been used to draw greater conclusions regarding the racially minoritized workforce across Gloucestershire. From the data that was obtained, it is clear that racially minoritized representation is lacking at a senior management level in the organisations highlighted. With the exception of the Constabulary, racially minoritized representation is broadly in line with or above Gloucestershire levels for those organisations that work at a county-wide level. The City Council workforce representation is in line with the demographic breakdown for Gloucester specifically, but there is also no racially minoritized representation at a senior management level.

The National Context

Given the absence of sufficient data it is helpful to consider the national context. An independent government review by Baroness McGregor-Smith considering the issues affecting black and racially minoritized groups in the workplace, entitled *Race in the workplace: The McGregor-Smith review*, came to many conclusions that are reflected in the current situation in both the City and County. Most striking were Baroness McGregor-Smith's comments on racially minoritized leadership:

> *There is discrimination and bias at every stage of an individual's career, and even before it begins. From networks to recruitment and then in the workforce, it is there. BME people are faced with a distinct lack of role models, they are more likely to perceive the workplace as hostile, they are less likely to apply for and be given promotions and they are more likely to be disciplined or judged harshly.*[9]

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The discrimination described above has long-lasting and significant impacts not only on the employee, but also on the entire organisation and financial return. This is highlighted in The McGregor-Smith review, which states:

> *BME individuals in the UK are both less likely to participate in and then less likely to progress through the workplace, when compared with White individuals. Barriers exist, from entry through to board level that prevents these individuals from reaching their full potential. This is not only unjust for them, but the 'lost' productivity and potential represents a huge missed opportunity for businesses and impacts the economy as a whole.*

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9 Race in the workplace: The McGregor-Smith review

If organisations and businesses do not amend their current recruitment practices to become culturally competent, they will be significantly disadvantaged, overlooked, and even ignored by future generations of employees and system leaders. We know this as The McGregor-Smith review states:

> *Over the past 40 years, the makeup of the labour market in the UK has changed dramatically. The proportion of the working age population that come from a BME background is increasing. In 2016, 14% of the working age population are from a BME background. This is increasing, with the proportion expected to rise to 21% by 2051. However, this is not reflected in the majority of workplaces, with many ethnic minorities concentrated in lower paying jobs. A 2015 study by the Joseph Rowntree Foundation identified that a higher proportion of BME individuals tended to work in lower paying occupations such as catering, hairdressing or textiles.*

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The lack of senior role models for racially minoritized individuals is also an issue faced in workforces across Gloucestershire. Despite some organisations having racially minoritized representation in their workforces that is comparable to the racially minoritized population in Gloucester as a whole, there is still a lack of racially minoritized leadership. A lack of senior racially minoritized leadership is not an issue Gloucester faces alone. Data collected and presented by Green Park in *The Colour of Power Index* shows that between 2017 and 2020, out of the 1099 most powerful roles in the U.K., only 52 (4.7%) were filled by ethnic minorities. This is a 1.2 percentile point increase in three years (15 people). Furthermore, the data shows that racially minoritized females account for only 11 roles out of 1099 (1%). Out of these only 3 are black females (0.3%)[10].

Despite the continued lack of racially minoritized representation in senior roles across the U.K., a study undertaken by *McKinsey & Company* found that:

> *more diverse companies, we believe, are better able to win top talent and improve their customer orientation, employee satisfaction, and decision making, and all that leads to a virtuous cycle of increasing returns.*[11]

Furthering this point, it has been found that despite the legal obligations public sector organisations have regarding equalities, private sector organisations are, on the whole, doing more and are much more effective in attracting, retaining, and promoting racially minoritized employees to senior positions. A 2014 report entitled *Identifying and Removing Barriers to Talented BAME Staff Progression in the Civil Service* commissioned as part of the Civil Service Talent Action Plan: Removing the barriers to success stated:

> *Britain's top companies may have a long way to go to achieve better ethnic diversity at top level management that matches Britain's diverse community. However, many are now 'walking the walk' as well as 'talking the talk'. In total, BAME staff make up 8.3 per cent of senior business roles in FTSE 100 companies compared with just 4.0% per cent of the Senior Civil Service.*[12]

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While engagement with the private sector was limited, the Commission made contact and had conversations with GFirst LEP, the local enterprise partnership responsible for Gloucestershire's Strategic Economic Plan. We discussed the initial work they have begun around equality, diversity and inclusion, and the Commission made recommendations regarding the further steps they can take to make a positive contribution to this agenda.

10 10 The Colour of Power Index
11 McKinsey & Company
12 *Identifying and Removing Barriers to Talented BAME Staff Progression in the Civil Service*

Current initiatives to improve equality and diversity in the workforce[13]

All the statutory organisations listed below are taking positive action to improve and promote racially minoritized representation across their organisations, including in senior leadership positions. Below are just a few examples of what each organisation is doing.

Gloucestershire NHS trusts

- Have launched training sessions in Unconscious Bias aimed at HR and recruitment managers, supporting senior leaders across the Trust.
- Have launched two new Integrated Care System leadership development 'stepping up' programmes, one of which is for racially minoritized employees.

Gloucester City Council

- The council is working towards fulfilling the recommendations as outlined in The McGregor-Smith Review, as well as providing unconscious bias training for senior members of staff.
- Committed in 2020/21 to an aspirational target of 11% racially minoritized representation for all Team Leaders and above by 2024-25 with aim of increasing racially minoritized representation at management and senior management levels.

Gloucestershire County Council, including Gloucestershire Fire & Rescue Services

- Gloucestershire County Council shares numerous staff networks with the City Council which focus on engaging and supporting staff from protected characteristic groups, most notably the Black Workers Network.
- Committed to tackling the disproportionate effects COVID-19 has on the racially minoritized community to employing a commissioning officer to enact the Action plan resulting from their report entitled *"Beyond Covid: Race, Health and Inequality in Gloucestershire"*

The University of Gloucestershire

- Taking steps to ensure that our recruitment and selection processes are without bias. This includes using gender neutral language in our job descriptions; using positive action statements in our job adverts; placing our adverts in a diverse range of communication channels; and introduced transparency to promotions, pay and reward processes.
- Support a number of staff networks including a Black, Asian Minority Ethnic + Network for staff and students.
- Designed and are now rolling out a Workshop, 'Developing Inclusive Behaviours' for all staff; delivering a course for academic staff, 'Embedding Inclusivity in Teaching and Learning' and provides equality and diversity and unconscious bias e-learning modules.

Gloucestershire Constabulary

- Has set out their approach to diversity, equality, and inclusion as 'Better Together', this is an organisational priority for the Constabulary. The Deputy Chief Constable is the strategic lead for Better Together and has set three strategic priorities linked to community confidence and engagement, acceleration of better together work in relation to attraction and representation, and internal confidence of racially minoritized staff. Each area has a dedicated senior lead and detailed action plan with timeframes and expected outcomes.
- Positive action work is beginning to show improved outcomes with increased numbers of racially minoritized applications to the recent PCSO recruitment campaign and a number of offers of appointment to racially minoritized applicants. Research work in relation to employee brand has been taken with input from internal staff and external community representatives to help shape the recruitment brand and presentation.

Conclusion and Calls to Action

The data set out above shows that there is a need to further improve racially minoritized workforce representation in Gloucester and Gloucestershire, particularly at the most senior levels. While the data suggests overall workforce representation is largely proportionate to the percentage of racially minoritized people in the community as a whole (aside from in the Gloucestershire Constabulary), racially minoritized individuals are not represented proportionally in the most senior levels of any of the organisations we highlighted, and tend to be underrepresented amongst the highest paid employees. There are numerous initiatives underway across organisations to tackle inequality, recruit racially minoritized talent and promote racially minoritized staff to more senior levels. However, Gloucestershire is not currently fully maximising its local talent, and the evidence suggests more should be done to attract more diverse talent into our local workplaces.

The trends we have seen in Gloucester and Gloucestershire are not isolated, and they reflect the wider picture across the country. However, more action can and should be taken to further address the issue of underrepresentation. There is significant scope for far greater collaboration to improve workforce representation, particularly at senior levels, and tackle any stigma when it comes to racially minoritized representation in the workforce. This includes practical day-to-day collaboration, and the sharing of initiatives to enhance racially minoritized recruitment and support organisations in retaining, growing, and investing in the diverse talent they already have. Beyond this, there is also a need to display a more

13 The current initiatives outlined are brief summaries of ongoing work the commission was made aware of at the time of writing. The commission acknowledges there are numerous other initiatives taking place across all organisations named within this section, that the commission may not be aware of.

joined-up leadership approach to drive a more diverse workforce county-wide, making Gloucestershire a place where racially minoritized staff can move through workforce hierarchies and achieve equal representation at the most senior levels. Finally, the lack of cohesive data on Gloucestershire's workforce has demonstrated the significant scope to enable greater sharing of workforce data – allowing us to understand and monitor the data, and drive the improvements required in the workforce across Gloucester and Gloucestershire. Ultimately, greater collaboration, data sharing and a more joined-up approach will facilitate better outcomes and stronger racially minoritized representation and leadership across our statutory organisations.

Despite the efforts currently taking place across statutory organisations in Gloucester and Gloucestershire, more must be done to address the lack of racially minoritized leadership across the city and county. The Calls to Action on how to achieve greater racially minoritized representation across senior roles span both the recruitment of new employees, and the progression of current employees, both of which can be addressed together. There is a need to attract more diverse talent through job postings and hiring practices, and there is also a need to nurture, support and raise up the diverse talent already in these workforces

The Commission make the following Calls to Action:

1. The Commission welcomes the positive action statutory organisations across Gloucester and Gloucestershire have taken to address the underrepresentation of racially minoritized individuals across the city and county.
2. Public sector statutory organisations in Gloucester and Gloucestershire should jointly establish and fund the equivalent of the Bristol City Council's "Stepping up Programme" in a Gloucestershire context, with the course fully accredited and organised, to support greater racially minoritized leadership across the city and county.
3. Corporate Leadership teams from Gloucestershire Constabulary, Gloucestershire Fire and Rescue, Gloucestershire County Council, Gloucester City Council, the University of Gloucestershire and the Gloucestershire NHS Trusts, should come together twice a year with their respective staff networks for a County-wide Honest Conversation, where senior leaders and staff networks meet to discuss topics related to equality, creating a regular open dialogue between senior leaders and staff networks. This would aim to ensure clear, open, and honest communication about workforce culture and experiences, building trusted and collaborative relationships with racially minoritized colleagues across their organisations, and working in tandem to drive a more equitable and inclusive workplace.
4. The heads of Human Resources for numerous public sector organisations – including, but not limited to, the Gloucestershire Constabulary, Gloucestershire Fire and Rescue, Gloucestershire County Council, Gloucester City Council, the University of Gloucestershire and the Gloucestershire NHS Trusts, should meet and establish a county wide reciprocal mentoring and coaching programme, where officers and employees across these organisations can connect and learn from other employees across the county.
5. Gloucestershire Constabulary, Gloucestershire Fire and Rescue, the University of Gloucestershire and the Gloucestershire NHS Trusts should sign up to and commit to the *Business in the Community Race at Work Charter*, which is outlined below:
    a. *Appoint an Executive Sponsor for race*
    b. *Capture ethnicity data and publicise progress*
    c. *Commit at board level to zero tolerance of harassment and bullying*
    d. *Make clear that supporting equality in the workplace is the responsibility of all leaders and managers*
    e. *Take action that supports ethnic minority career progression*
6. The Gloucestershire Constabulary, Gloucestershire Fire and Rescue, Gloucestershire County Council, the University of Gloucestershire, and the Gloucestershire NHS Trusts should establish aspirational targets for racially minoritized representation in Senior Managerial roles, representative of the racially minoritized population of the communities they serve. In Gloucester, this would be a target of 11% of all Senior Managerial roles to be filled by racially minoritized individuals.
7. GFirst LEP should sign up to, promote, and encourage other businesses in the area to commit to the Business in the Community Race at Work Charter, while also demonstrating how its delivery programme is inclusive and designed to meet the needs of racially minoritized communities across Gloucestershire. This would also include work to ensure that all government funding is made accessible to, and addresses the needs of, racially minoritized communities and individuals.
8. A county wide public sector workforce data set is established. This is to provide a consistent, unified, and clear understanding of workforce data across the county, allowing for easier access to the latest data to drive informed data-led decision making, and greater transparency across the public sector in Gloucestershire.

5

Access to diabetes services in the context of higher prevalence among racially minoritized communities

Introduction

Diabetes is a serious condition where blood glucose levels are too high. There are two types of diabetes: type 1 (where a person's body does not produce insulin at all) and type 2 (where the body doesn't produce sufficient insulin). About 90% of people with diabetes have type 2. Diabetes can lead to serious health conditions such as heart disease or stroke and requires careful management through lifestyle changes and medication. There are approximately 34,000 people in Gloucestershire with diagnosed diabetes and this figure is rising year on year. Active management of the condition through better lifestyle choices plays an important role in preventing serious health conditions.

Gloucestershire CCG acknowledge the need to increase uptake of both annual diabetes health checks and structured education among the most deprived and underrepresented black and racially minoritized groups who have a confirmed diagnosis of type 2 diabetes. They commissioned ICECreates to conduct behavioural insight work. To explore the motives, barriers, and enablers to increasing access to these services among minority groups, qualitative insight was conducted by the ICE Behavioural Insights Team with 71 participants, comprising of people with type 2 diabetes and their family members. The final sample included people from different geographic areas, including people living in deprived areas of Gloucestershire, and a mix of age groups, ethnicities, and religions. Interpreters were used to engage with hard to reach groups, in particular people with type 2 diabetes who don't speak English as a first language.

The purpose of the deep dive was to consider the findings of the ICECreates research, and for Commissioners to offer additional insights and Calls to Action drawing on their experiences and the knowledge of local communities.

The session was supported by:

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GP & Clinical Lead for the National Diabetes Prevention Programme in Gloucestershire

Nina Gavin
Applied Behavioural Insights Lead, ICE Creates Ltd.

Lin Waters
Wellbeing Support Coordinator, Publica Group.

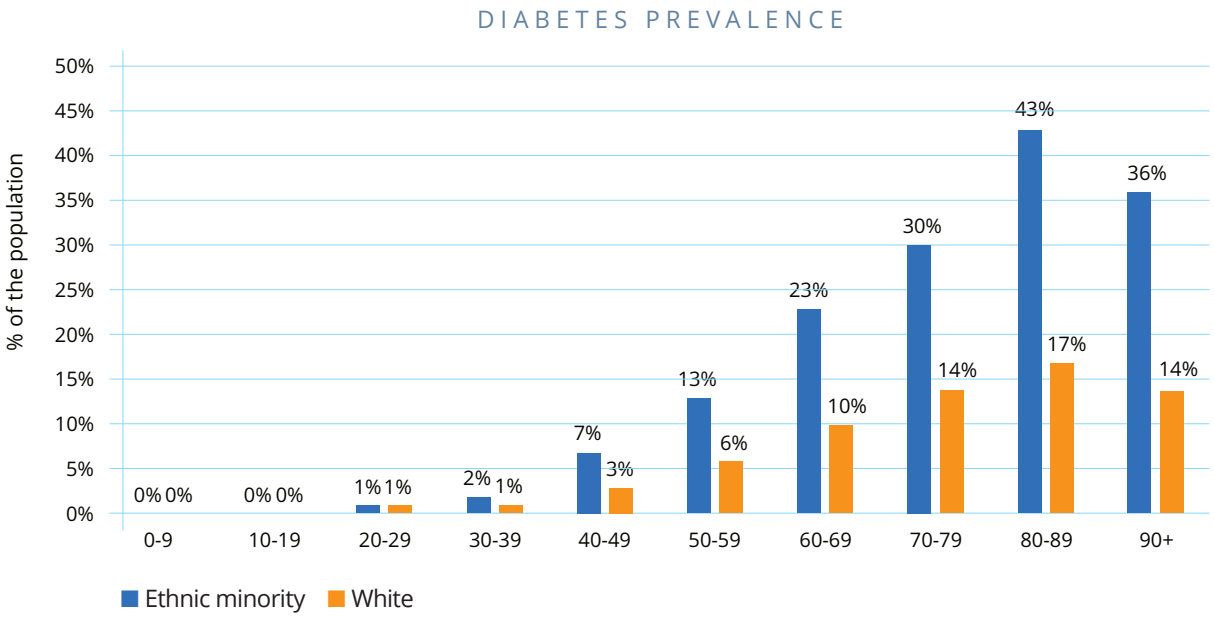
Zoe Hamilton
Senior Programme Manager,
NHS Gloucestershire CCG

Emily Beardshall
Deputy ICS Programme Director,
NHS Gloucestershire CCG

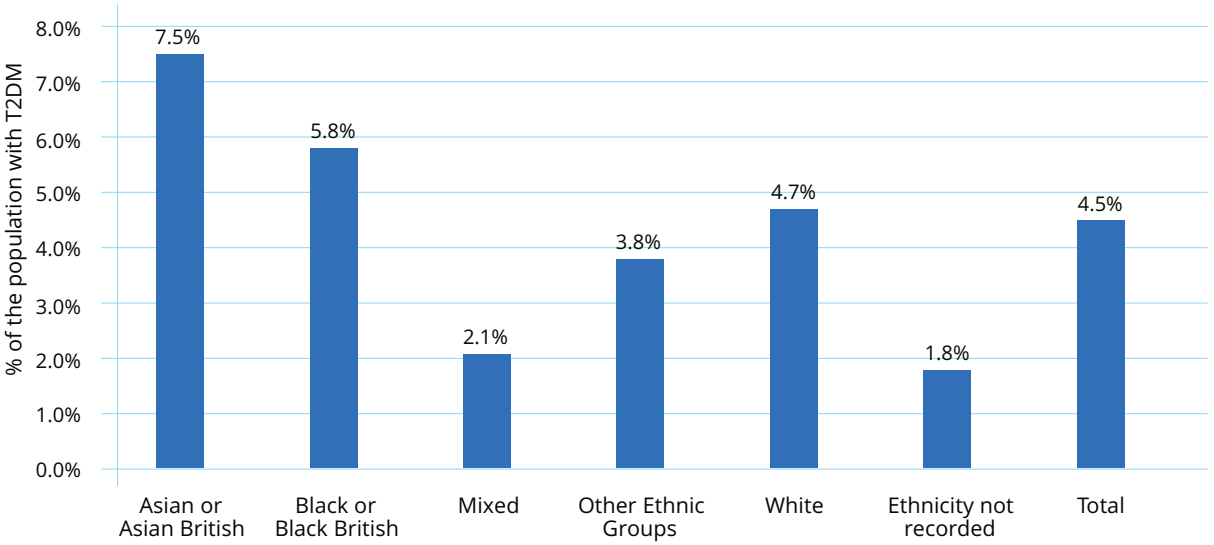
Background

Graph 1 shows the prevalence of diabetes in Gloucestershire. It highlights that there is a higher prevalence amongst racially minoritized groups. This increases with age. Graph 2 shows the percentage of the population with type 2 diabetes broken down by ethnicity. It shows that the highest prevalence is in Asian or Asian British groups, followed by Black or Black British groups. It further highlights a significant number of cases where ethnicity is not recorded.

Graph 1: Diabetes Prevalence in Gloucestershire

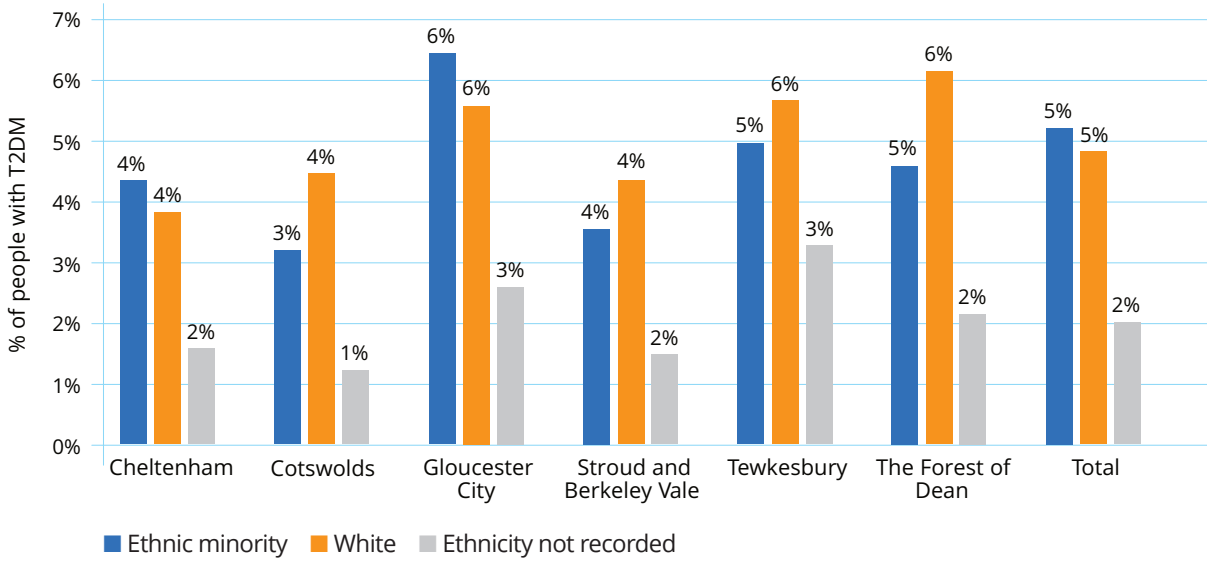


Graph 2: Diabetes Prevalence in Gloucestershire

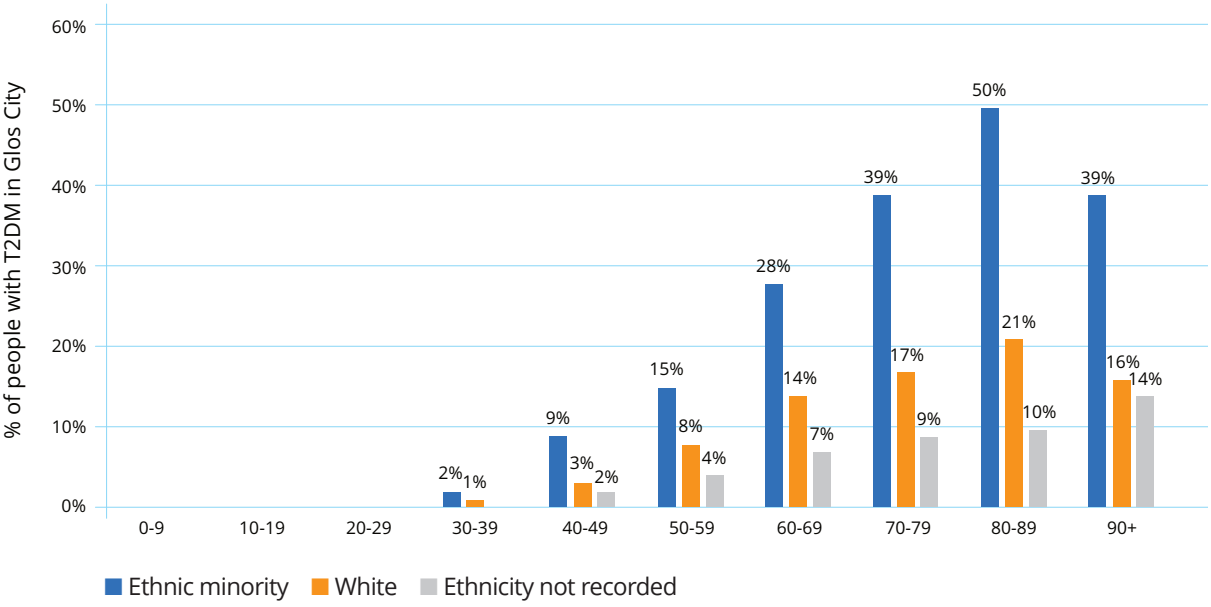


Graph 3 shows the breakdown by locality. It highlights that, across the county, the highest prevalence of people diagnosed with type 2 diabetes are in Gloucester and are from a racially minoritized background. It further illustrates the lack of ethnicity recording.

Graph 3: Breakdown of people with Type 2 Diabetes by locality



Graph 4: Age – Type 2 Diabetes split by ethnicity (Gloucester only)



Graph 4 shows the number of people with a diagnosis of type 2 diabetes in the city of Gloucester. It shows a significant discrepancy between people from racially minoritized or white backgrounds which increases with age. It shows that from age 60 onwards, 12 percent of people with a type 2 diabetes diagnosis in Gloucester are from racially minoritized groups, which is higher than the proportion of people in that age group as a whole who are from a racially minoritized background (approximately 10%). 35% of people from a racially minoritized background over the age of 60 in Gloucester have type 2 diabetes. This leads to questions around whether health services that focus on diabetes management are sufficiently tailored and take account of cultural diversity. It also raises questions of how diabetes prevention activities can be better tailored to engage people from racially minoritized groups.

The ICECreates research highlighted several insight-led recommendations into what motivates people to manage their diabetes and encourage uptake of annual reviews and education sessions — two key local services that can support people to live well with diabetes.

Their recommendations are grouped into 4 key domains:

1. Re-position education sessions from a focus on good condition management to focusing on what is important to that person in order to increase referrals. It is recommended that education sessions, public-facing communications and information assets are rebranded to shift focus away from diabetes, to helping that person be their best, underpinned by a message of aspiration and hope.
2. Offer people the choice of online, self-guided or community education sessions as 'not one size fits all' and put provision in place for key target groups. This includes providing education and support provision in the local community for Asian women with type 2 diabetes and female family members who are key influencers in encouraging healthy habits among males with diabetes.
3. Signpost to ongoing local support, services, and information. This includes collaborating and better signposting between other community services that can support people with diabetes and help raise awareness of education sessions for the people they engage who have diabetes.
4. Increase uptake of Health Checks by making changes to the communications and reminders that are sent and equip clinicians to have strength-based conversations that puts people at ease, is focused on what's important to them, and is non-judgmental.

The Commission make the following Calls to Action:

1. Commissioners noted the significant disparities in health outcomes for racially minoritized groups compared to those from a white background. They welcomed the ICECreates research and the insight-led recommendations in the report.
2. Commissioners noted the gaps in ethnicity data collection in the diabetes data generally and data collection about the take up of diabetes management information, including the annual health checks and the national diabetes prevention programme. Comprehensive and good quality ethnicity data collection on public services provided is vital in monitoring race equality in health outcomes and services. More effort must be made to ensure that the health system has the right processes and mindsets to record ethnicity data.
3. Commissioners welcome the asset-based approach running through the recommendations and with a focus on 'what's important to you' as opposed to 'how you manage your condition' and equipping educators to have strengths-based conversations. We would encourage you to recruit a more diverse team and build strong links with local racially minoritized community leaders and champions and seek formal and informal opportunities to educate and influence within diverse communities in Gloucester and Gloucestershire.
4. The report findings about levels of engagement amongst Black African and African Caribbean minority groups with the diabetes management services do not resonate with experiences of Commissioners. We consider that further targeted engagement with these two groups needs to be undertaken with the help of local community leaders and champions in order to test the engagement with and appropriateness of local services for these groups.
5. Commissioners note that the report and discussion highlighted the current difficulties of achieving meaningful and representative engagement across all racially minoritized groups in Gloucester in the absence of a black led infrastructure organisation. This limits the quality and depth of engagement and ultimately the opportunities to co-design preventative and medical interventions that are culturally sensitive and will address the existing inequalities. Commissioners also noted the importance of investments in community development activities in relation to building strengths and assets within communities thereby contributing to the reduction of health inequalities.
6. Commissioners consider that there are many opportunities for positive, proactive, and strengths-based engagement on healthy lifestyles with younger people from racially minoritized groups in particular. There are captive audiences, for example through events run by the Music Works, civil society organisations and various cultural events/ forums in the City. Engaging with younger people to inform and educate on the seriousness of Type 2 diabetes and effective prevention is likely to reach older demographics too. However, this will require more creative approaches to messaging and engagement and we need to work through the existing formal and informal networks. Doing this effectively will require health professionals to give up some control and truly invest in community led approaches.

Call for Evidence: The voices and experiences of Gloucester's racially minoritized communities

1. Introduction

Gathering lived experience on how citizens in Gloucester experience race relations was felt to be a vital part of the work of the Commission. The Commission established a 'Call for Evidence' which enabled members of the public to submit their experiences on the topic of race and racism in Gloucester via an online submission portal. The Call for Evidence was open for online submissions from April 29th, 2021 to September 1st, 2021. Nine focus groups were conducted by Saleha Moolla, Haroon Kadodia and Amina Kathrada between August and September 2021, with the comments received also forming part of the Call for Evidence submissions.

The Call for Evidence was open to submissions regarding all aspects of life in Gloucester, however respondents were encouraged to include a focus on four overarching themes, mirroring those of the Deep Dives. These themes were:

- **Education**
- **Health**
- **Criminal Justice**
- **Workforce and Enterprise**

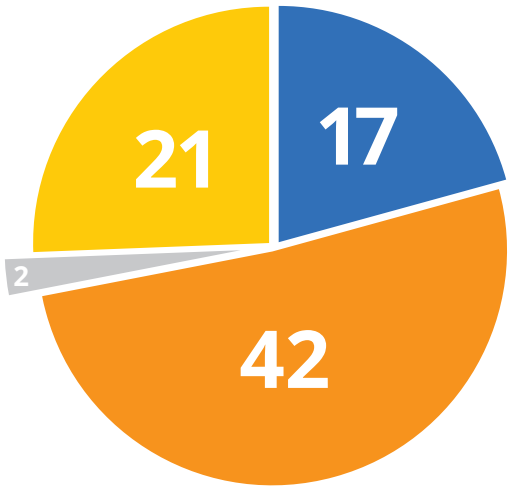
2. Methodology

The intention of the Call for Evidence was to provide communities across Gloucester with an opportunity to make their voices heard. An online campaign encouraging residents to complete the Call for Evidence was undertaken, including social media posts, radio interviews, including with Gloucester FM, placements on the City Council website, a recording on the Council's phone line, and press releases. Commissioners also used their own formal and informal networks to encourage representations. Focus groups were conducted by partners and involved face-to-face groups and individual conversations with members of the community, with these conversations forming part of the overall Call for Evidence. The Focus Groups were undertaken by trusted community partners – proactively seeking engagement from communities, rather than expecting them to engage with the Commission via the Gloucester City Council website. Focus groups were led by members of these local communities in person, with anonymised responses collected and provided to the Commission in writing. In several cases focus groups were supported by translators. The questions asked in Focus Groups were identical to those posed during the online Call for Evidence, to ensure consistency and allow us to accurately compare responses.

Despite significant efforts, the uptake was low. We received 82 responses. Multiple factors influenced the willingness of residents to engage with the Call for Evidence. Most widely cited anecdotally as a reason for not engaging was a sense of being 'fed up' amongst many racially minoritized individuals to share their experiences, as they felt they were consistently being asked to share their experiences with multiple organisations and public sector institutions. There was also a sense of a lack of belief that the Call for Evidence would drive genuine change in Gloucester, given the fact that numerous similar exercises have been undertaken in the past, with some residents stating that these had led to little, if any, genuine change, and that they should not have to relive upsetting and traumatising experiences in order to see change in their communities.

The chart below shows the gender breakdown of those who responded to the Call for Evidence. As some focus groups were conducted with mixed genders, specific gender breakdown was not provided in these instances.

Responses by Gender



While strategic engagement was attempted throughout different racially minoritized communities, uptake was predominantly amongst participants from an Asian or Asian British background (including Indian, Pakistani, Bangladesh, Chinese and other Asian backgrounds). The chart below breaks down responses by ethnicity.

Ethnicity	Number of Respondents
Asian or Asian British (includes Indian, Pakistani, Bangladesh, Chinese or any other Asian background)	70
Black, Black British, Caribbean, or African (includes any other Black background	3
White (includes British, Northern Irish, Irish, Gypsy, Irish Traveller, Roma, or any other White background)	6
Mixed or Multiple ethnic groups (includes White and Black Caribbean, White and Black African, White, and Asian or any other mixed or multiple background)	1
Prefer not to say	2

The disproportionate engagement of Asian or Asian British highlights the absence of a broader community engagement structure which reaches many different racially minoritized communities.

3. Findings

Findings are grouped into common themes that were found from both the Call for Evidence and focus groups, along with specific anonymised comments that display the racism, intolerance, and cultural incompetence racially minoritized communities experience in Gloucester.

4. Criminal Justice

Many submissions referred to the experiences racially minoritized individuals in Gloucestershire have had with the criminal justice system, particularly around being more likely to be stopped and searched compared to white individuals of the County, and other criminal justice issues faced by racially minoritized individuals when it comes to policing and the courts. These submissions demonstrated the troubling experiences faced by racially minoritized individuals when it comes to Criminal Justice and interactions with police and the justice system in Gloucester, and more widely across the UK. The evidence gathered particularly highlights two key issues raised by racially minoritized communities when it comes to their interactions with police and the justice system – unfair sentencing and police treatment, and a sense that incidents reported to the police are not being taken seriously enough.

Unfair sentencing and police treatment

The Call for Evidence saw numerous general comments highlighting experiences of the justice system that were harsher with people from racially minoritized backgrounds, with one participant stating that she believed people from racially minoritized communities were given harsher sentences by judges in comparison to the same crime being committed by a white person. Specific examples were also cited of the police dealing with racially minoritized communities in an unfair manner, including reference to stop and search, reinforcing the statistics highlighted during the Criminal Justice deep dive.

Incidents not being taken seriously

When it comes to experiences of incidents not being taken seriously, there were numerous reports of hate crime incidents being reported by racially minoritized individuals, and a feeling that they did not receive the attention or follow up they deserve. One respondent mentioned that women from her community felt that incidents that are reported to the police are not always followed up or taken seriously. Another individual spoke of how they reported a hate crime incident online, but had to repeat the story three times to three different sets of police officers to get various different statements, and were at no point asked if they needed an interpreter. Other experiences were highlighted, when it comes to hate crime and also a burglary, of a lack of follow up or action taken further to crimes being reported, or victims of crime experiencing racist comments from police.

Overall, the Call for Evidence and Focus Group responses in the realm of Criminal Justice build on the themes explored during the Deep Dive on this topic and the interviews conducted as part of the Music Works music intervention programme. The evidence gathered also demonstrates a strong sense amongst racially minoritized communities that there is a lack of trust between the community and the Constabulary, and that more work needs to be done to improve these relations, for racially minoritized individuals in Gloucester to feel the police is a trusted community partner they can rely on and work alongside.

5. Health

Equal access to health care and equitable health outcomes are crucial components of a fair and equitable society. Several Call for Evidence submissions referred to unequal health outcomes, particularly during the Covid-19 pandemic – and that racially minoritized individuals in Gloucester can face barriers to accessing health care in the city. A considerable number of comments were made when it comes to health, which can be categorised into several key themes:

Inadequate service provision, wait times and NHS issues

Individuals highlighted their belief that themselves, or family and friends, were not provided with a suitable level of care during stays in hospital or visits to their local GP surgery. This ranged from a lack of suitable information being provided to the standard of care lacking – with specific examples raised by patients of being "made to wait for an abnormal length of time before seeing a consultant or GP", information being lost and appointments not followed up, and a "a huge gap in appropriate Mental Health services" for racially minoritized individuals, with one respondent saying these services were too generic and not tailored enough. For some we heard from, there was a belief that these issues in service provision and long wait times stemmed from racism or racial bias amongst NHS staff members, while others commented that it likely came down to structural and socio-economic inequalities.

Racism and discrimination

Further examples were raised of where it was believed racism and discrimination had an impact on health outcomes, along with discrimination from patients towards NHS medical professionals. Specific experiences were highlighted of a lack of cultural

competency from doctors towards patients from racially minoritized backgrounds, along with discriminatory comments that were made regarding religious headwear, showing unconscious bias towards a patient. One focus group attendee spoke of a GP she knows that has had patients refuse to see her, instead asking to 'see a white doctor.' Our respondents told us they believe issues remain in the NHS when it comes to cultural competency, racism, and discrimination – with discrimination directed both towards patients and towards NHS staff.

Language barriers and lack of access to interpreters

Perhaps the largest amount of comments on the topic of healthcare focused on language barriers and lack of awareness of the importance of, access to and quality of interpretation and translation services, and the impact these issues have on wider access to healthcare for those who don't speak English as a first language. Submissions spoke of a patient feeling humiliated due to their inability to understand what staff were saying, while others spoke of a failure to provide interpreters meaning that patients weren't always able to fully understand their medical condition or receive ongoing advice and support. This was particularly resonant in the provision of mental health services, and another example was raised of a patient's child having to step in due to the lack of interpreters, despite the sensitive health information being discussed. One respondent highlighted that, when interpreters are used, sometimes they do not check the correct dialect which means that the interpreting can be ineffective and a waste of resources. Overall, the comments received regarding language barriers in healthcare highlight a feeling amongst respondents that more needs to be done to ensure there is a level playing field in access to healthcare.

Patients feeling they are not being taken seriously

A range of comments on the topic of healthcare spoke to a feeling amongst respondents that they were not always taken seriously by medical professionals, very similar to the sentiment regarding criminal justice and how some individuals felt the police responded when they reported crimes. This included an inability to get medical appointments on reporting conditions, or a sense that consultations with GPs didn't lead to appropriate outcomes. For one respondent, there was a belief that just arriving at A&E was one of the best ways to get help, especially in cases where respondents felt a trend of not being taken seriously by their regular GP.

Overall, our Call for Evidence submissions suggest that respondents feel several issues need to be addressed when it comes to access to medical care, and levels of care received, by racially minoritized communities in Gloucester. This is in addition to the work ongoing specifically focused around Type 2 Diabetes and Mental Health, where we know racially minoritized individuals face unique challenges beyond those of their white counterparts.

6. Education

The Call for Evidence highlights a range of issues faced by racially minoritized individuals in Gloucester – including students and parents – when it comes to schooling and educational outcomes. These included examples of bullying and racist comments from fellow students, inappropriate comments and strained parent-teacher relations, and educational outcomes and comments regarding curricula.

Bullying and racist comments from fellow students

The Call for Evidence highlighted many comments about racially motivated bullying at school. This included specific racially charged comments, and racist abuse, made by students directed towards racially minoritized members of the school community. Comments range from one child being told "Muslims are not allowed" in the school, insensitive remarks regarding a headscarf, and numerous other examples of racial abuse and inappropriate comments. There was also an example highlighted of racially minoritized students hearing members of their class make racist comments about a racially minoritized teacher, which they recorded but were then told to delete, with no knowledge of any action being taken. It was felt by one respondent that "teachers do not know how to deal with this", and that often a lack of action was taken in response to racist abuse and bullying.

Inappropriate comments and strained parent-teacher relations

The Call for Evidence also saw respondents raise comments by some school staff, and issues in the relations between some teachers and parents of racially minoritized students. One specific example highlighted spoke to a group of four students sent to isolation due to truancy – with the Call for Evidence submission stating that the three black students were made to complete the isolation, while the one white student was allowed to leave. Another respondent felt that a primary school teacher didn't give her child the same focus as others, in some cases ignoring the child, while another spoke of a child she knows always being asked in the classroom to give an opinion on racially minoritized issues that came up in lessons – in particular to do with culture and religion.

Educational outcomes and curricula

Focus group attendees in particular had a discussion regarding the educational outcomes seen by racially minoritized students, and the topics that are taught in schools. One attendee highlighted a belief that the

legal profession – in particular training for the 'Bar' – is discriminatory, with fewer racially minoritized people promoted. Another spoke of a need to teach more of black history beyond stories of slavery, teaching students about black history that is positive and inspiring, showing positive stories to motivate students. There was also a belief among some respondents that the way black history is taught by teachers needs to specifically focus on the conversations it could lead to, with one respondent stating that teachers should be more pro-active in addressing white students after teaching such subjects, knowing that some 'white students will use it as racist banter'.

Ultimately, the comments we received when it comes to education saw respondents speak of numerous cases of racist bullying and discrimination from white students towards racially minoritized students, and a sense that more needs to be done by school staff to combat this and take adequate action against the perpetrators. Beyond this, there was a focus on relations between the parents of racially minoritized students and some teaching staff, which in some cases demonstrates cultural incompetence and a need for better informed training and awareness amongst teaching staff. Finally, our Call for Evidence submissions demonstrate a belief from some respondents that more work needs to be done when it comes to the curriculum, including a need to teach more of black history beyond slavery, to inspire students and show them the positive and inspiring stories of racially minoritized individuals across the UK and beyond.

7. Workforce

The Call for Evidence responses highlighted a range of issues faced by racially minoritized individuals in Gloucester concerning employment and the workforce. The overarching themes were that racially minoritized individuals face discriminatory hiring practices and lack of inclusivity in the workplace, racist abuse and discrimination from customers, and racist abuse and discrimination from managers or colleagues, including micro-aggressions.

Discriminatory hiring practices and lack of inclusivity in the workplace

Cases were raised as part of the Call for Evidence exercise of hiring practices that excluded, or created barriers, for racially minoritized individuals in accessing the workforce in Gloucester and surrounding areas. This included blatantly racist comments on enquiring about a job, such as being told "we don't need a cleaner", and individuals being turned down for skilled work for seemingly no other reason than their ethnicity. In one example raised, a racially minoritized individual spoke of how she trained two individuals in her field of work, yet when they all applied for a job at the same company the two trainees were given jobs, but she was not. Beyond this, there were numerous general comments from respondents stating that they felt racially minoritized people have to prove themselves to a greater extent, and work harder than, their white counterparts to secure work.

Racist abuse and discrimination from customers, including micro-aggressions

Once individuals have entered the workforce, a key factor in their day-to-day experience of work is how they are treated by the customers they interact with. Our Call for Evidence submissions highlighted various examples of customers racially abusing or discriminating against workers, when interacting with them in their place of work. This included multiple references to taxi drivers – who suffered racist abuse, have been told to 'go back home', experienced physical threats (i.e. being coughed on) and were threatened by their passengers and other members of the public. Examples of micro aggressions were also raised by respondents, such as patronising comments about an individual's ability to speak English well, or being 'where do you come from ORIGINALLY?'

Discrimination from managers or colleagues, including micro-aggressions

Beyond discrimination from customers, Call for Evidence submissions highlighted discrimination and micro-aggressions faced in the workplace from colleagues and managers. This included cultural insensitivity, with inappropriate comments being made about an individual's cultural dress/ attire, and a sense of being excluded from meetings or not given the same opportunities for pay rises or promotions as white colleagues. Beyond this, there were comments about inappropriate workplace 'banter' and unequal treatment – being called out on mistakes to a greater extent, and a manager having an 'expression of distaste' when interacting with a racially minoritized member of their team.

The Call for Evidence submissions highlight the need not only for organisations to hire a diverse and representative workforce, but to ensure any instances of discrimination are tackled head on, and that there is a zero-tolerance approach to racism and discrimination across the workforce. Furthermore, there is a need to document and tackle instances of racism from customers and members of the public towards employees, to ensure no racially minoritized individuals face racist abuse while doing their job.

Conclusions and Calls to Action

The brief for the Commission as set out in the Council motion of 9th July 2020 was to review race relations in Gloucester and to produce recommendations to improve the lives of, and enhance opportunities for, BAME communities in Gloucester.

Over the past 12 months, we carried out a targeted programme of Deep Dives in areas where we considered that opportunities for racially minoritized communities were not equal to the opportunities presented to those from a white background, because of their race. We looked into aspects of the criminal justice system, educational attainment, mental health and diabetes and the representation of racially minoritized individuals in the workforce of public sector organisations in Gloucestershire. We worked collaboratively with partners and stakeholders in exploring issues and identifying Calls to Action for positive change. This is because we can see a tremendous sense of good will and positive intent amongst organisations and stakeholders, which we need to harness and build on to effect meaningful and lasting change. We can only achieve these changes through collaboration.

We issued a Call for Evidence so that we could hear the views of Gloucester's residents and visitors regarding the status of race relations in the City. The responses we received were stark. They highlighted that many people experience what they consider acts of racism every day. These range from overt racist abuse to micro-aggressions which are offensive and hurtful, and traumatic at times. They undermine a sense of confidence and belonging to the City where these individuals live, work, or visit. These experiences create division and disengagement from civil and civic identity and pride, and they limit individuals' opportunities to fully live their lives, without prejudice, bias or systemic barriers.

Whilst engagement with the Call for Evidence was low, we must resist the temptation to quiet the voices we heard as not being representative. We heard from many people that they feel tired and disillusioned and are 'fed up' with telling their stories again and again, particularly where they may have and continue to cause trauma. We also heard about people frightened to speak up, as put in the words of one respondent to the Call for Evidence, who said:

> *"...many who have or are suffering the inequality are also those who are afraid and don't have the confidence to speak. Collecting their evidence will be the bigger challenge... the biggest challenge, however, will be to act on that evidence instead of just setting aside another survey..."*

Our work has led us to the following conclusions:

1. There are race inequalities in all areas we have examined; from the significantly higher prevalence of type 2 diabetes in people from racially minoritized groups, to Black children having poorer attainment at school. This is not new, and it has been acknowledged in numerous reports, including the recent report by the Director of Public Health in collaboration with Gloucestershire County Council's Black Workers Network.
2. Many people from racially minoritized groups experience racism, hatred or micro-aggressions every day. We consider this unacceptable in a modern open society, and something that must change. This should not happen in a City that claims to have good race relations. In our view, an absence of conflict does not imply that race relations are good, and the perception of the quality of race relations will be very different depending on the individual's ethnic background.

3 Public servants in Gloucester and Gloucestershire are aware of existing race inequalities and many work with positive intent to make changes. All of our deep dives were run in a collaborative way with buy in, and often a real desire amongst public sector Commissioners and senior managers to engage with the Commission in order to get insights, endorsement and challenges to the work they are doing. This is a good basis from which to achieve sustained change. However, urgency and sustained action is required to make the necessary changes, and these need to be designed with and by those who experience racism and discrimination. This will require public servants to 'let go', think and work outside their comfort zones, make time for wide and purposeful engagement as opposed to one-off consultation, and be committed to genuine change. As Albert Einstein said: 'we cannot solve our problems with the same thinking we used when we created them'.

4 The absence of a properly resourced, Black-led infrastructure institution is a significant gap. There is no single structure in Gloucestershire which has a mandate and is resourced to provide advocacy, knowledge, expertise and experience to reduce race inequality, who challenges those in power to fulfill their commitments, and provides a voice to those who experience discrimination. This is a big deficit which is recognised by racially minoritized people and communities, but also many Commissioners in the public sector. Several of our 'Deep Dives' highlighted the challenges Commissioners are facing to engage more comprehensively and systematically, particularly with the Black African and Eastern European communities, and younger people who are racially minoritized.

5 Having comprehensive and good quality ethnicity data in all public services (directly provided and commissioned) as well as workforce data, is fundamental to reducing race inequality. Without ethnicity data recording we don't understand current levels of inequality and what we need to do to change. We consider this to be a crucial building block in addressing structural racism in a systematic manner and fully support the conclusions and recommendations of the recent report of the Director of Public Health.

6 Ensuring people from racially minoritized communities are heard requires us to recognize the importance of putting in place the necessary infrastructure. The availability and quality of translation and interpretation services came up in several of our 'deep dives' and featured highly in the responses to the Call for Evidence. This has an important cultural dimension in appreciating and celebrating the diversity of languages that are spoken in Gloucester and Gloucestershire, and acknowledging the skills and competencies of people who are multi-lingual.

7 We need to showcase and celebrate the incredible diversity of talent, skills, experiences and passions of racially minoritized people in Gloucester and Gloucestershire. Engaging with cultural difference with curiosity, interest and kindness will go some way in combatting the fear of the unknown, lack of understanding and ignorance about racially minoritized people that leads to suspicion, rejection, and hatred. We acknowledge and welcome the efforts that exist, yet more must be done, and we consider that the media in Gloucestershire has a bigger role to play in promoting good race relations.

This report and its conclusions set out a compelling case for change at various levels. Ensuring that all residents in Gloucestershire, regardless of race, are able to harness their skills, assets and passions so they can contribute to the economy and communities in Gloucestershire, will make the county more skilled, prosperous and a better place to live. Ensuring that public services, particularly in health, are culturally appropriate and meet the circumstances of diverse communities will result in better prevention, better health and wellbeing and the reduction of health inequalities that put pressure on a system that is already strained. Above all we have not only a legislative but also a moral obligation to tackle race inequality and promote good race relations for the benefits of all.

Calls to Action

Each of the deep dive sessions produced several Calls to Action which were addressed to the stakeholder organisations who supported the deep dive. They are listed earlier in the report and are summarized in the Appendix.

We know that race inequality does not stop at the Gloucester City boundaries and given the organisational footprint of many stakeholders we engaged with, we have identified four Calls to Action which we think must be delivered at a Gloucestershire wide level.

1 Establish an independent, permanent, funded and high-profile legacy institution for Gloucestershire. The functions of this organisation should include:
   - The development of a dynamic, diverse, independent, and strong Black-led VCS and civil society sector *
   - Monitoring the implementation of equalities policies and commitments, including the Calls to Action of the Race Commission, and of public bodies
   - Providing advice, information and advocacy
   - Contributing to public sector policy development and the commissioning of services
   - Providing a strong voice for, and raising the profile of, diversity through communication and celebration to ensure that racially minoritized communities feel 'at home' in their City and County
   - Leading on the development of a shared terminology across Gloucestershire

2 Set out a Gloucestershire wide vision for workforce equality in the public sector. Put in place measures to monitor workforce equality (including pay), and deliver some workforce equality initiatives at a county-wide level, most importantly a Gloucestershire 'stepping up' programme for aspiring leaders from racially minoritized backgrounds.

3 Commit to putting in place measures and driving the required changes in culture and mindsets to ensure the collection and use of comprehensive and high-quality ethnicity data in planning and delivering public sector services, including commissioned services.

4 Acknowledge the existence of racism, prejudice and micro-aggressions in Gloucester and Gloucestershire, and commit to and step up individual and organisational leadership to tackle these with confidence and clarity.

We commend Gloucester City Council for establishing this Commission and for providing it with resources to do its work. It shows courage and community leadership. We present this report to the City Council and invite it to use its powers and influence to ensure the investments in creating structures, policy frameworks and processes are made so that race inequality can be understood, challenged and addressed. Yet the true leadership will come with holding uncomfortable conversations about real and unconscious biases amongst the leadership of the County to create the culture required for lasting change.

* In this context, Black-led refers to all racially minoritized individuals and communities.

APPENDIX

Calls to Action for the Gloucestershire system of public sector organisations

1 Establish an independent, permanent, funded and high-profile legacy institution for Gloucestershire. The functions of this organisation should include:
   - The development of a dynamic, diverse, independent, and strong Black-led VCS and civil society sector
   - Monitoring the implementation of equalities policies and commitments, including the Calls to Action of the Race Commission, and of public bodies
   - Providing advice, information and advocacy
   - Contributing to public sector policy development and the commissioning of services
   - Providing a strong voice for, and raising the profile of, diversity through communication and celebration to ensure that racially minoritized communities feel 'at home' in their City and County
   - Leading on the development of a shared terminology across Gloucestershire
2 Set out a Gloucestershire wide vision for workforce equality in the public sector. Put in place measures to monitor workforce equality (including pay), and deliver some workforce equality initiatives at a county-wide level, most importantly a Gloucestershire 'stepping up' programme for aspiring leaders from racially minoritized backgrounds.
3 Commit to putting in place measures and driving the required changes in culture and mindsets to ensure the collection and use of comprehensive and high-quality ethnicity data in planning and delivering public sector services, including commissioned services.
4 Acknowledge the existence of racism, prejudice and micro-aggressions in Gloucester and Gloucestershire, and commit to and step up individual and organisational leadership to tackle these with confidence and clarity.

Calls to Action arising from the 'Deep Dive' sessions

Criminal Justice

- The Commission welcomes the recognition by the Constabulary that young people from racially minoritized backgrounds are disproportionality engaged with the CJS and receive poorer outcomes than their white counterparts. We also welcome the commitment of the force to a regional proportionality project that will explore the Criminal Justice data more deeply.
- The Constabulary could be more public in the engagement work it does. It should also purposefully extend their engagement to groups and/or community organisations who work with young people who need to build better relationships with the Police, for example the Music Works.
- The Constabulary must continue its effort to recruit a proportionate police force at pace. It should consider other measures include setting an aspirational target, increase efforts to promote policing as a career to people from racially minoritized communities and learn from other areas, including the United States.
- The Commission welcomes the reverse mentoring programme and recommends for this scheme to be made available at a Gloucestershire wide footprint; and to organisations from the public and private sectors.
- The Constabulary should broaden the training programme for new Police recruits to engage with civil society and voluntary and community organisations representing racially minoritized people, including GARAS in their role as supporting refugees, early on in their careers. Establishing relationships early will dispel prejudice and help to build effective community relationships.
- The Commission notes the success of the Children First programme as a mechanism to divert young people from the criminal justice system and reducing re-offending rates. Continued investment in organisations and

projects to focus on prevention is critical and must feature high in the priorities of the Constabulary and the new Police and Crime Commissioner.

- The Constabulary should maintain its focus on an asset based, trauma informed and problem solving approach to neighbourhood policing, particularly at PCSO levels, making use of existing organisations in the City that can support it in further developing these approaches, including recording and evaluating the impact on the wider system.

Mental Health

- The Commission welcomes the "#BlackLivesMatters" report as a timely and important focus on tackling mental health inequalities; and endorses its recommendations.
- There is a notable and welcome focus on tackling race inequalities amongst the public sector in Gloucestershire, including the recent report of the Director of Public Health. Tackling health inequalities requires joined up leadership at the highest level. The Commission recommends that 'promoting Equality, Opportunity and Inclusion' features as a key objective within the Gloucestershire 2050 vision and the reformed Integrated Care System (One Gloucestershire)
- The Commission considers that inequalities experienced by racially minoritized communities are very different to all other protected characteristics and recommend that the ICS commit to the preparation of a Race Equality Strategy for the Integrated Care System.
- The Commission considers the collection of good quality ethnicity data in all public services as a fundamental requirement to understanding and tackling race inequality. Datasets need to be complete and accessible to those who plan or review services and need to become integral to performance management regimes. The Commission welcomes recommendation 6.2 of the report; whilst cultural intelligence training and messaging will be important in driving up response rates we think that this messaging needs to be clear on the 'why' or purpose of data collection and its importance in achieving better health outcomes. Improving data collection is about the right process and mindset in equal measures.
- The Commission welcomes the focus on cultural intelligence training (recommendation 6.1) and considers that this needs to go beyond a one-off training but a sustained focus on awareness raising and changes in believes, values as well as known and unconscious biases. We consider the term 'education' to be preferable to training as it implies a longer-term process of engagement. We consider that cultural awareness education should be informed by and co-delivered with racially minoritized communities/representatives within Gloucester.
- Invest in the design and delivery of a creative, bespoke, local PR campaign to raise awareness of mental health issues and tackle stigma amongst racially minoritized communities. As part of this identify and encourage Gloucestershire racially minoritized individuals to come forward and openly talk about mental health. Focus in particular but not exclusively on men, younger people, and the second/third generation of residents from a racially minoritized background.
- Develop an ambitious vision and programme for 'digital health' which is inclusive and accessible by communities and individuals not only in the context of delivering regular specific mental health focused community events (with reference to Recommendation 6.8) but also to support the future of mental health.
- Focus on achieving a more diverse workforce at all levels and consider other measures include setting an aspirational target, increase efforts to promote health as a career to people from racially minoritized communities and learn from other areas, nationally and internationally, including the United States.
- Create an independent mechanism that can hold the Integrated Care System to account for the implementation of the recommendations in this report and can further act as an independent source of advice, support, and guidance in achieving race equality in the health system.

Education

- The Commission welcomes the efforts of schools across Gloucestershire to ensure that students of diverse and wide-ranging heritages learn and grow in a culturally informed and supportive space. We strongly support learning from lived experience alongside data across the county and research nationally to identify and address attainment and progress gaps and reduce exclusions for students of Black, Asian and racially minoritized backgrounds.
- Gloucestershire County Council's School Improvement Strategy states that "every child and young person should have the opportunity to reach their full potential and have a positive school experience" and that "there is a collective responsibility for the outcomes for young people"[14]. The Commission supports this endeavour and would like all schools, no matter how they are governed, to subscribe to these aims. It is recommended that the School Improvement Strategy be amended to refer specifically to racially minoritized pupils in addition to the every child approach.

14 Gloucestershire School Improvement Strategy

- The County Council's School Improvement Strategy states that, "in a school-led system, responsibility for improvement lies primarily with the schools." However, while the remit for improving outcomes ultimately lies with individual schools, the strategy also acknowledges that the local authority "has a statutory duty to challenge and where necessary intervene in schools in order to raise standards." We recommend that all maintained schools are challenged to look at the attainment and achievement with their Performance Adviser and that the Local Authority ensures that academies and private, voluntary and independents have clarity about the expectations of the commission and out collective responsibilities.
- Gloucestershire County Council School and Early Years Improvement Teams, should work alongside Early Years providers, primary, secondary and special settings to develop a comprehensive action plan with sustained measurable and targeted initiatives to improve to reduce the gap, year on year between pupils of Black and racially minoritized backgrounds and their peers.
- The County Council has a significant range of measures in place to improve school outcomes – this includes a central service for governors, specialist HR advice, facilitating school-to-school support, support for new and acting headteachers, and the provision of a range of other services that support and facilitate school improvement. For example, the School Improvement Strategy cites "bespoke training in response to local needs", a "single issue school led improvement model", and "Closing the Gaps workshops, events and [an] annual conference" – with many of these initiatives specifically aiming to support disadvantaged children. It is recommended that permanent exclusions of racially minoritized and specifically Black pupils become a top priority, with inclusive behaviour and unconscious bias workshops being established for maintained schools and encouragement for all academies and private, voluntary, and independent to make this a priority. This would allow for the exclusion rates of racially minoritized pupils to become a sustained area of focus, through the provision of this additional support for headteachers and teaching staff.
- The Commission welcomes the joined up approach G15 (supported by Peter Rowland and Kirsten Harrison) has taken to facilitate conversations and improve outcomes across schools in Gloucester, along with the willingness of both G15 and the County Council School Improvement Team to work collaboratively with the Commission to improve outcomes for racially minoritized pupils. The Commission recommends that, building on this, the Gloucestershire County Council School Improvement Team, alongside officials from G15, spearheads the development of a comprehensive action plan with sustained measurable and targeted initiatives (and possibly interventions) to improve Black and racially minoritized attainment across Gloucester's schools.
- The Commission supports the County in seeking to have a culturally representative mix of school staff and governors and encourages schools, settings, and the LA to work with external agencies, working within Safer Recruitment Practice, to work toward this aim. We recommend schools encourage and facilitate the development of student networks, and establish collaborative links to Black business owners, Community leaders, parents, and other role models in showcasing success. This cannot be tokenistic but an embedded pathway to achieving better outcomes for racially minoritized students.
- We recommend best practice across all sectors should be celebrated. The Commission recommends regular sharing of learning and outcomes so that all can learn from the best practice of others.
- Whilst there is some great work being undertaken to address the above disparities, it is recommended that schools consult with ethnically diverse students and parents to understand their needs in achieving improved attainment and outcomes, as one size never fits all.

Workforce

- The Commission welcomes the positive action statutory organisations across Gloucester and Gloucestershire have taken to address the underrepresentation of racially minoritized individuals across the city and county.
- Public sector statutory organisations in Gloucester and Gloucestershire should jointly establish and fund the equivalent of the Bristol City Council's "Stepping up Programme" in a Gloucestershire context, with the course fully accredited and organised, to support greater racially minoritized leadership across the city and county.
- Corporate Leadership teams from Gloucestershire Constabulary, Gloucestershire Fire and Rescue, Gloucestershire County Council, Gloucester City Council, the University of Gloucestershire and the Gloucestershire NHS Trusts, should come together twice a year with their respective staff networks for a County-wide Honest Conversation, where senior leaders and staff networks meet to discuss topics related to equality, creating a regular open dialogue between senior leaders and staff networks. This would aim to ensure clear, open, and honest

communication about workforce culture and experiences, building trusted and collaborative relationships with racially minoritized colleagues across their organisations, and working in tandem to drive a more equitable and inclusive workplace

- The heads of Human Resources for numerous public sector organisations – including, but not limited to, the Gloucestershire Constabulary, Gloucestershire Fire and Rescue, Gloucestershire County Council, Gloucester City Council, the University of Gloucestershire and the Gloucestershire NHS Trusts, should meet and establish a county wide reciprocal mentoring and coaching programme, where officers and employees across these organisations can connect and learn from other employees across the county.
- Gloucestershire Constabulary, Gloucestershire Fire and Rescue, the University of Gloucestershire and the Gloucestershire NHS Trusts should sign up to and commit to the *Business in the Community Race at Work Charter*, which is outlined below:
    a. *Appoint an Executive Sponsor for race*
    b. *Capture ethnicity data and publicise progress*
    c. *Commit at board level to zero tolerance of harassment and bullying*
    d. *Make clear that supporting equality in the workplace is the responsibility of all leaders and managers*
    e. *Take action that supports ethnic minority career progression*
- The Gloucestershire Constabulary, Gloucestershire Fire and Rescue, Gloucestershire County Council, the University of Gloucestershire and the Gloucestershire NHS Trusts should establish aspirational targets for racially minoritized representation in Senior Managerial roles, representative of the racially minoritized population of the communities they serve. In Gloucester, this would be a target of 11% of all Senior Managerial roles to be filled by racially minoritized individuals.
- GFirst LEP should sign up to, promote, and encourage other businesses in the area to commit to the Business in the Community Race at Work Charter, while also demonstrating how its delivery programme is inclusive and designed to meet the needs of racially minoritized communities across Gloucestershire. This would also include work to ensure that all government funding is made accessible to, and addresses the needs of, racially minoritized communities and individuals.
- A county wide public sector workforce data set is established. This is to provide a consistent, unified, and clear understanding of workforce data across the county, allowing for easier access to the latest data to drive informed data-led decision making, and greater transparency across the public sector in Gloucestershire..

Type 2 Diabetes

- Commissioners noted the significant disparities in health outcomes for racially minoritized groups compared to those from a white background. They welcomed the ICECreates research and the insight-led recommendations in the report.
- Commissioners noted the gaps in ethnicity data collection in the diabetes data generally and data collection about the take up of diabetes management information, including the annual health checks and the national diabetes prevention programme. Comprehensive and good quality ethnic data collection on public services provided is vital in monitoring race equality in health outcomes and services. More effort must be made to ensure that the health system has the right processes and mindsets to record ethnicity data.
- Commissioners welcome the asset-based approach running through the recommendations and with a focus on 'what's important to you' as opposed to 'how you manage your condition' and equipping educator to have strengths-based conversations. We would encourage you to recruit a more diverse team and build strong links with local racially minoritized community leaders and champions and seek formal and informal opportunities to educate and influence within diverse communities in Gloucester and Gloucestershire.
- The report findings about levels of engagement amongst Black African and African Caribbean minority groups with the diabetes management services do not resonate with experiences of Commissioners. We consider that further targeted engagement with these two groups needs to be undertaken with the help of local community leaders and champions in order to test the engagement with and appropriateness of local services for these groups.
- Commissioners note that the report and discussion highlighted the current difficulties of achieving meaningful and representative engagement across all racially minoritized groups in Gloucester in the absence of a black led infrastructure organisation. This limits the quality and depth of engagement and ultimately the opportunities to co-design preventative and medical interventions that are culturally sensitive and will address the existing inequalities. Commissioners also noted the importance of investments in community development activities in relation to building strengths and assets within communities thereby contributing to the reduction of health inequalities.

- Commissioners consider that there are many opportunities for positive, proactive, and strengths-based engagement on healthy lifestyles with younger people from racially minoritized groups in particular. There are captive audiences, for example through events run by the Music Works, civil society organisations and various cultural events/ forums in the City. Engaging with younger people to inform and educate on the seriousness of Type 2 diabetes and effective prevention is likely to reach older demographics too. However, this will require more creative approaches to messaging and engagement and we need to work through the existing formal and informal networks. Doing this effectively will require health professionals to give up some control and truly invest in community led approaches.

CABINET

MEETING : Wednesday, 12th January 2022

PRESENT : Cllrs. Cook (Chair), Norman, S. Chambers, Hudson and Lewis

Others in Attendance
Cllr. Chambers-Dubus
Managing Director
Head of Communities
Head of Policy and Resources
Head of Culture
Democratic and Electoral Services Officer

APOLOGIES : None

79. GLOUCESTER CITY COMMISSION TO REVIEW RACE RELATIONS FINAL REPORT

Cabinet considered the report of the Leader of the Council that presented the work and findings of the Gloucester City Commission to Review Race Relations as set out in their final report with a set of recommendations that attempt to improve the lives of, and enhance opportunities for, Black and Minority Ethnic (BAME) communities within the City.

The Leader of the Council gave Members the background to the Commission and its report (Appendix 1). He highlighted the evidence received, the seven conclusions it reached and particularly the four `Calls to Action'. The Leader of the Council noted that the findings encompassed the wider county and advised Members that he would raise them within the Leadership Gloucestershire group.

The Cabinet Member for Performance and Resources reminded Members that the Commissioners were volunteers. She thanked them and especially the Chair for their dedication. The Cabinet Member for Performance and Resources further asked that other district councils and agencies within Gloucestershire be encouraged to contribute financially to addressing the Calls to Action as they are countywide. The Leader of the Council reassured Members that he would apply pressure. He informed them that although he did not anticipate immediate results, he nonetheless expected no resistance as the issues raised were relevant in rural as well as urban areas.

The Cabinet Member for Culture and Leisure commented that knowledge and understanding are vital to breaking down barriers between ethnic groups. He emphasised the importance of interacting with all communities. The Cabinet Member for Communities and Neighbourhoods reiterated the thanks expressed to the Commissioners. He advised Members that he looked forward to working with communities to progress inclusivity and promote cohesion.

RESOLVED that:

(1) the breadth of work of the Commission is noted and Commissioners, partners, members of the community and individuals who contributed to the work are thanked

(2) a lead role is taken, working collaboratively with other public sector organisations, in implementing the four Calls to Action that the Commission considers must be delivered at a Gloucestershire system level, that is:

a) the establishment of an independent, permanent, funded and high-profile legacy institution for Gloucestershire

b) setting out a Gloucestershire wide vision for workforce equality in the public sector; putting in place measures to monitor workforce equality (including pay), and deliver some workforce equality initiatives at a county-wide level, most importantly a Gloucestershire 'stepping up' programme for aspiring leaders from racially minoritized backgrounds.

c) commit to putting in place measures and driving the required changes in culture and mindsets to ensure the collection and use of comprehensive and high-quality ethnicity data in planning and delivering public sector services, including commissioned services.

d) acknowledge the existence of racism, prejudice and micro-aggressions in Gloucester and Gloucestershire, and commit to and step up individual and organisational leadership to tackle these with confidence and clarity.

(3) a publicly available progress report on the implementation of findings and calls to action resulting from the work of the Commission is issued by 31st January 2023.

Gloucester City Council

Meeting:	**Cabinet**	**Date:**	**08 December 2021**
	Council		**27 January 2022**
Subject:	**Local Council Tax Support Scheme 2022/23**		
Report Of:	**Cabinet Member for Performance and Resources**		
Wards Affected:	**All**		
Key Decision:	**Yes**	**Budget/Policy Framework:**	**No**
Contact Officer:	**Alison Bell, Intelligent Client Officer (Revenues & Benefits)**		
	Email: Alison.bell@gloucester.gov.uk		**Tel: 396014**
Appendices:	**1. Council Tax Support Scheme – Gloucester City Council**		

FOR GENERAL RELEASE

1.0 Purpose of Report

1.1 To seek approval to retain the current Local Council Tax Support Scheme for 2022/23

2.0 Recommendations

2.1 Cabinet is asked to **RECOMMEND** that

(1) the current Local Council Tax Support scheme, as the approved scheme for Gloucester City in 2021/22, be adopted for 2022/23

(2) The scheme approved at 2.1 (1) above be updated to align with any legislation changes in January 2022 and to be implemented from 01 April 2022.

(3) Any urgent amendments to the scheme approved at 2.1 (1) above, in the event of a national emergency and authorised by the government, be adopted and implemented immediately.

2.2 Council is asked to **RESOLVE** that

(1) the current Local Council Tax Support Scheme, as the approved scheme for Gloucester City in 2021/22, be adopted for 2022/23

(2) The scheme approved at 2.1 (1) above be updated to align with any legislation changes in January 2022 and to be implemented from 01 April 2022

(3) Any urgent amendments to the scheme at 2.1 (1) above, in the event of a national emergency and authorised by the government, be adopted and implemented immediately.

3.0 Background and Key Issues

3.1 Members will be aware that the current Local Council Tax Support (LCTS) scheme was approved and adopted at a meeting of full Council on 28th January 2021.

3.2 Council Tax charges are the means by which local residents make a contribution towards the cost of local services.
Prior to April 2013 Council Tax Benefit was administered under a national scheme set by Central Government which allowed eligible local residents to claim up to 100% reduction from their Council Tax bill – subject to legislative and means tested income requirements. The Council were able to receive full funding from the Government to cover all of the Council Tax Benefit awards made.

3.3 From April 2013 Council Tax Benefit was abolished and replaced with a Local Council Tax Reduction scheme. Any person who is liable to pay Council Tax can apply for a reduction in their Council Tax under the Local Council Tax Reduction scheme. The scheme is not legislated by Central Government, rather each local authority now has its own scheme. Central Government no longer fully funds this locally administered award, as there was an expectation that Local Authorities would amend their local schemes to fund the shortfall. Gloucester City Council's scheme remains more generous than many local authorities as residents can still apply for, and receive up to, 100% reduction from their council tax charge (subject to means testing)

3.4 As the rollout of Universal Credit continues, administratively it has made sense to align Local Council Tax Support to Universal Credit. The traditional link between Housing Benefit (which will no longer be available to new working age claimants) and Local Council Tax Support will not exist anymore, and it is essential the scheme is changed to assist those affected.

3.5 **Pension Age Customers** - It is important to note that those customers who reached pensionable age are **NOT** affected as Council Tax support for pensioners was never localised and remains under the jurisdiction of a national scheme.

3.6 For working age claims there is a complex means-tested assessment involving multiple aspects of the household circumstances including income, capital, residents and relationships. Although the scheme retains a number of these complex areas, some were removed in the 2020/21 scheme making it easier to administer and understand. In addition, the scheme now has a more simplified way of managing claims from people receiving Universal Credit, which all working age households receiving welfare benefit support are migrating to over the coming years.

4.0 Social Value Consideration

4.1 Gloucester City Council's local council tax support scheme is more generous than many other local authorities as it retains the ability to award 100% support to those households which are most financially disadvantaged.

4.2 Gloucester City Council also have a Council Tax discretionary hardship scheme for those City residents who may find themselves in exceptional circumstances. For this purpose, exceptional is defined as 'not typical, entirely unusual, and only likely

to happen very infrequently'. A resident would have to demonstrate financial hardship or exceptionally difficult personal circumstances and must also have applied for all other exemptions, discounts and benefits before an award can be considered. Any award made would be for the current financial year's Council Tax only.

4.3 The longer-term consideration of the policy is to align Gloucester City Council's Local Council Tax Support scheme to Universal Credit which will make the scheme less onerous to administer, and easier for customers to understand and assist with their budgeting. Full migration of the existing legacy benefit caseload to Universal Credit is not expected to be achieved until at least 2024.

5.0 Environmental Implications

5.1 There are no environmental implications associated with this report

6.0 Alternative Options Considered

6.1 Amendments to the scheme have not been considered for the 2022-23 year.

7.0 Reasons for Recommendations

7.1 Gloucester City Council have managed to maintain the current scheme broadly mirroring the original fully funded scheme for nine years, to date. Whilst the Council are facing a range of financial pressures, it is not considered pertinent to amend the scheme at this time. The UK is recovering from an unprecedented pandemic which saw an increased uptake of the council tax support scheme. The current scheme offers a degree of financial stability in uncertain financial times for our residents.

7.2 As government funding continues to decrease, we also need to strike a balance between a revised scheme that is fair and affordable for those who receive support, and also for all our residents who receive council services. However, we do remain committed to providing support to our residents with low incomes.

8.0 Future Work and Conclusions

8.1 January 27th 2022 - meeting of the full Council are asked to resolve that the scheme approved at 2.1 above be updated to align with any legislation changes prior to April 2022 and be implemented from 01 April 2022, with the caveat that any urgent amendments to the scheme in the event of a national emergency and decreed by central government may be implemented immediately.

9.0 Financial Implications

9.1 A review of the scheme is carried out annually to assess the financial cost of the scheme and to ensure it remains operationally and financially viable, taking into account ongoing changes in legislation and financial requirements. Central Government no longer fully funds this locally administered award, as there was an expectation that Local Authorities would amend their local schemes to fund the shortfall. The funding for the local scheme reduced immediately by 10% of direct subsidy in April 2013. Overall funding has continued to reduce, including the level of admin grant.

9.2 For 2022/23 there are no changes proposed

(Financial Services have been consulted in the preparation this report.)

10.0 Legal Implications

10.1 The Local Government Finance Act 2012 abolished Council Tax Benefit and instead required each authority to design a scheme specifying the reductions which are to apply to amounts of council tax. The prescribed regulations set out the matters that must be included in such a scheme.

The Local Council Tax Support 'LCTS' scheme is required under Section 9 of the Local Government Finance Act 2012.

10.2 Pensioners (those over state pension age) are protected from any changes, but otherwise the Council has discretion to decide how it wishes to design its scheme to cover any shortfall, in accordance with the prescribed requirements.

(One Legal have been consulted in the preparation of this report.)

11.0 Risk & Opportunity Management Implications

11.1 Implementation of the minimum payment element of the Council Tax Support scheme has been deferred for another year.

11.2 The cost of the scheme and administration lies solely with the billing authority, however any uncollected council tax will be reflected in the collection fund. The council only has a minority stake in this of approximately 11.5%, with the majority of the revenue collected being dispersed to the preceptors; 74.3% to County Council and 14.2% to the Police and Crime Commissioner respectively.

12.0 People Impact Assessment (PIA) and Safeguarding:

12.1 There are no changes proposed so PIA not relevant.

13.0 Community Safety Implications

13.1 None

14.0 Staffing & Trade Union Implications

14.1 None

Appendix 1

Gloucester City Council - Council Ta

Background Documents:
Local Government Finance Act 1972 -
http://www.legislation.gov.uk/ukpga/1972/70/contents

Gloucester City Council

Meeting:	**Audit and Governance Committee**	**Date:**	**17 January 2022**
	Council		**27 January 2022**
Subject:	**Appointment of External Auditors – Opt in to Appoint Public Sector Audit Appointments (PSAA)**		
Report Of:	**Director of Policy & Resources**		
Wards Affected:	**Not applicable**		
Key Decision:	**No**	**Budget/Policy Framework:**	**No**
Contact Officer:	**Jon Topping – Director of Policy & Resources**		
	Email: jon.topping@gloucester.gov.uk	**Tel: 01452 396242**	
Appendices:	**1. Invitation to opt into national scheme.**		

FOR GENERAL RELEASE

1.0 Purpose of Report

1.1 To recommend to opt in for the appointment of the Public Sector Audit Appointments (PSAA) for the appointment of the Council's External Auditor for the period of five financial years from April 2023 and enable the Committee to recommend to Council the preferred appointment process.

2.0 Recommendations

2.1 **Audit and Governance Committee** is asked to **RESOLVE** to endorse and **RECOMMEND** to Council the option to opt-in to the Public Sector Audit Appointments Ltd (PSAA) for the appointment of the Council's External Auditors from 2023/24.

2.2 **Council** is asked to **RESOLVE** to opt-in to the PSAA for the appointment of the Council's External Auditors from 2023/24.

3.0 Background and Key Issues

Background

3.1 Under the Local Audit and Accountability Act 2014, the Council must appoint a local auditor to audit its accounts for a financial year not later than 31 December in the preceding financial year.

3.2 These regulations cover the audit of the Statement of Accounts and of the Council's value for money arrangements.

3.3 The Local Audit (Appointing Person) Regulations 2015 make provision for the Secretary of State to nominate a "Specified Person" to appoint auditors on behalf of Local Authorities and to set scale fees for the cost of External Audits.

3.4 Since the inception of these arrangements the role of the “Specific Person” has been taken on by “Public Sector Audit Appointments” (PSAA). PSAA are a not-for-profit, independent company limited by guarantee, incorporated by the Local Government Association in 2014.

3.5 On the 1st December 2016 the Council opted in to appoint the PSAA for the appointment of the Council’s External Auditors from 2018/19. The Council has been an opted in authority for the purposes of the PSAA arrangements and participated in the National Scheme. Over 98% of eligible bodies opted into the new arrangements when they were first introduced.

3.6 The Council’s current External Auditor is Deloitte LLP, this appointment having been made under a contract let by the PSAA. The appointment of the external auditor for audit of the Council’s accounts for 2023/24 must be made by the end of December 2022.

3.9 These arrangements are now coming to end with the final year covered being 2022/23, and the Council must now decide as to how to proceed with future auditor appointments to cover the period from April 1st 2023.

4.0 Recommended Option

4.1 An invitation has been received from the PSAA attached at Appendix 1, to again become an opted in authority for the next five-year period. In order to be considered as an opted in Authority for the new arrangements, the Council will have to opt in before the 11th March 2022

4.2 The last few years have undoubtedly been difficult for the Local Authority audit market. The combination of increasing requirements on Auditors, resourcing issues and the Covid market have led to a significant increase in numbers of audits which are not signed by the deadline in the regulations. In spite of these challenges, it has been of benefit be part of the existing National Scheme.

4.3 There are clear benefits to the Council again joining the national led scheme through the PSAA. The relatively small scale of the audit requirements at this Council are unlikely to generate any savings through a single authority procurement process, rather than joining a sector led scheme which will have considerable economies of scale. There are also advantages in making use of the oversight and expertise which the PSAA would bring to the process.

4.4 The LGA have expressed the view that the National Framework scheme remains the best option for Councils, and indeed that the reasons for Council’s to act collaboratively are more compelling then when Councils were last asked to make the choice

4.5 It is recommended that the Council again opt-in to the national procurement arrangements for external audit. There are clear benefits of joining a sector-led collaborative scheme. This in terms of the resourcing required for the procurement and management of the contract, as well as the expertise and opportunity that is offered by being part of an independent oversight process

5.0 Social Value Considerations

5.1 There are no Social Value considerations arising out of the recommendation made in this report.

6.0 Alternative Options Considered

6.1 The remaining two options open to the Council under the Act are not recommended as the preferred option, and are likely to incur significant costs, and not provide the benefits of opting in for audit fees.

6.2 Alternative option 1: To make a stand-alone appointment

6.2.1 In order to make a stand-alone appointment the Council will need to set up an auditor panel. The panel membership must be wholly or a majority independent members as defined by the Act. Independent members for this purpose are independent appointees. This excludes current and former elected Members (or officers) and their close families and friends. This means that elected Members will not have a majority input to assessing bids and choosing which firm of accountants to award a contract for the Council's external audit. A new independent auditor panel established by the Council will be responsible for selecting the auditor.

6.3.1 Alternative option 2: Local joint procurement arrangements

The Act enables the Council to join with other authorities to establish a joint auditor panel. Again this will need to be constituted of wholly or a majority of independent appointees. Further legal advice will be required on the exact constitution of such a panel having regard to the obligations of each Council under the Act and the Council need to liaise with other local authorities to assess the appetite for such an arrangement.

7.0 Reasons for Recommendation

7.1 Opting-in to PSAA's national sector led body potentially provides the best opportunity to limit future fees or costs, in terms of both appointment of auditors and the audit by entering into a large-scale collective procurement arrangement.

7.2 The LGA has continuously supported the approach, believing it will offer best value to Councils by reducing set-up costs and having the potential to negotiate lowest possible fees.

7.3 It is recommended that the Committee endorses the option for the appointment of External Auditors and recommends to Council to opt-in to the PSAA for the appointment of the Council's External Auditors from 2023/24.

8.0 Financial Implications

8.1 It is not possible at that stage to determine the cost of external audit under the new arrangements as the PSAA procurement process is not expected to start until February 2022. The PSAA scale fee is highly likely to be lower than any fee secured through an individual procurement process. When known, the new cost of External Audit will be included in the budget setting process for 2023/24 in the usual way.

8.2 Opting-in to PSAA provides maximum opportunity to limit the extent of any increases by entering in to a large scale collective procurement arrangement.

(Financial Services have been consulted in the preparation this report).

9.0 Legal Implications

9.1 Section 7 of the Local Audit and Accountability Act 2014 (the Act) requires a relevant authority to appoint a local auditor to audit its accounts for a financial year not later than 31st December in the preceding year.

9.2 Section 12 makes provision for the failure to appoint a local auditor: the authority must immediately inform the Secretary of State, who may direct the authority to appoint the auditor named in the direction or appoint a local auditor on behalf of the authority.

9.3 Section 17 gives the Secretary of State the power to make regulations in relation to an 'appointing person' specified by the Secretary of State. This power has been exercised in the Local Audit (Appointing Person) Regulations 2015 and this gives the Secretary of State the ability to enable a sector - led body to become the appointing person.

9.4 In July 2016 the Secretary of State specified PSAA as the appointing person. As set out in the report, the current arrangements with the PSAA come to an end at the end of this financial year and the Council has received an invitation to join the scheme for the next five years.

(One Legal have been consulted in the preparation this report).

10.0 Risk and Opportunity Management Implications

10.1 There is no immediate risk to the Council; however, early consideration by the Council of its preferred approach will enable detailed planning to take place so as to achieve successful transition to the new arrangement in a timely and efficient manner.

11.0 Equality Impact Assessment (PIA):

11.1 An EIA is not required because there are not any specific changes to service delivery proposed within this decision.

12.0 Other Corporate Implications

Community Safety

12.1 There are no 'Community Safety' implications arising out of the recommendations in this report.

Sustainability

12.2 There are no 'Sustainability' implications arising out of the recommendations in this report.

Staffing & Trade Union

12.3 There are no ‘Staffing and Trade Union’ implications arising out of the recommendations in this report.

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RETENDER OF EXTERNAL AUDIT CONTRACTS
Information from the LGA for those charged with governance

The process for retendering for external audit in local authorities in England, for contracts due to start from 2023/24, is now underway and shortly the council will need to decide whether to procure its own external auditor or opt into the national procurement framework.

Legislation requires a resolution of Full Council if a local authority wishes to opt into the national arrangement. The deadline for this decision is the 11th March 2022. If the council doesn't make such a decision, the legislation assumes that the council will procure its own external audit, with all the extra work and administration that comes with it.

The national framework remains the best option councils can choose. There are many reasons for favouring the national arrangements and we think those reasons have become more compelling since 2016/17 when councils were last asked to make this choice.

The way external audit has operated over the last couple of years has been extremely disappointing. A lack of capacity in the audit market has been exacerbated by increased requirements placed on external auditors by the audit regulator. There is also a limited number of firms in the market and too few qualified auditors employed by those firms. This has led to a situation where many audits have been delayed and dozens of audit opinions remain outstanding from 2019/20 and 2020/21. Auditors have also been asking for additional fees to pay for extra work.

As the client in the contract, a council has little influence over what it is procuring. The nature and scope of the audit is determined by codes of practice and guidance and the regulation of the audit market is undertaken by a third party, currently the Financial Reporting Council. Essentially. councils find themselves operating in what amounts to a suppliers' market and the client's interest is at risk of being ignored unless we act together.

Everyone, even existing suppliers, agrees that the supply side of the market needs to be expanded, which includes encouraging bids from challenger firms. Public Sector Audit Appointments Ltd (PSAA), the body nominated by the Government to run the national arrangements, has suggested various ways this could be done, but these initiatives are much more likely to be successful if a large number councils sign up to the national scheme.

It is therefore vital that councils coordinate their efforts to ensure that the client voice is heard loud and clear. The best way of doing this across the country is to sign up to the national arrangement.

To summarise, the same arguments apply as at the time of the last procurement:

- A council procuring its own auditor or procuring through a joint arrangement means setting up an Audit Panel with an independent chair to oversee the procurement and running of the contract.
- The procurement process is an administrative burden on council staff already struggling for capacity. Contract management is an ongoing burden.
- Procuring through the appointing person (PSAA) makes it easier for councils to demonstrate independence of process.
- Procuring for yourself provides no obvious benefits:
    - The service being procured is defined by statute and by accounting and auditing codes

- Possible suppliers are limited to the small pool of registered firms with accredited Key Audit Partners (KAP).
- Since the last procurement it is now more obvious than ever that we are in a 'suppliers' market' in which the audit firms hold most of the levers.

- PSAA has now built up considerable expertise and has been working hard to address the issue that have arisen with the contracts over the last couple of years:
  - PSAA has the experience of the first national contract. The Government's selection of PSAA as the appointing person for a second cycle reflects MHCLG's confidence in them as an organisation.
  - PSAA has commissioned high quality research to understand the nature of the audit market.
  - It has worked very closely with MHCLG to enable the government to consult on changes to the fees setting arrangements to deal better with variations at national and local level, hopefully resulting in more flexible and appropriate Regulations later this year

Councils need to consider their options. we have therefore attached a list of Frequently Asked Questions relating to this issue which we hope will be useful to you in reaching this important decision.

When the LGA set up PSAA in 2015, we did so with the interests of the local government sector in mind. We continue to believe that the national arrangement is the best way for councils to influence a particularly difficult market.

If you have any questions on these issues please contact Alan Finch, Principal Adviser (Finance) (alan.finch@local.gov.uk).

PROCUREMENT OF EXTERNAL AUDIT from financial year 2023/24

FREQUENTLY ASKED QUESTIONS

"Were prices set too low in the current contract?"

It is clear that firms did submit bids that reflected what seemed at the time to be very stable market conditions. Unfortunately, a series of financial collapses in the private sector have since created a very different climate and resulted in a whole series of new regulatory pressures. It is very likely that firms thought they could make savings as a result of the new timetable, essentially finishing the accounts audits by the end of July each year. Of course, that is not what has happened.

The Government opened up the market principally on the argument that costs would reduce, and views were mixed in the sector when the first contract was being let. Some councils wanted more savings and some were worried about reduced standards.

"Has the current contract helped cause these issues?"

Since the current contract is based around the Code of Audit Practice and the local government accounting code, this is unlikely. The first year of the new contract coincided with the introduction of new standards and with the emergence of some difficult audit issues such as the McCloud judgement (a legal case which affected the valuation of pension liabilities). The second year was affected by COVID-19. This laid bare the lack of capacity in the supplier side of the market and led to considerable delays. It is hard to see how the contract could have pre-empted this, but now we are clearer about the level of uncertainty in the system, the next contract can adjust for it.

"If we let our own contract, could we have more influence over auditors?"

No. The auditors are required to be independent and are bound by the Codes and need to deliver to them in line with the regulator's expectations or face action under the regulatory framework.

As far as delays in audits is concerned, auditors are required to allocate resources according to risk and councils that procure for themselves will find themselves in the same queue as those within the national arrangement.

"If we let our own contract, can we get the auditors to prioritise our audit over others?"

Very unlikely. Auditors are running at full capacity and have to deploy resources according to their assessment of audit risks in accordance with professional standards. It is very unlikely that auditors could give preference to some clients rather than others even if they wanted to.

"Didn't we used to get more from our auditors?"

Yes we did. For example, auditors were often prepared to provide training to audit committees on a pro-bono basis. The fact that they used to be with us for most of the year meant officers could develop professional working relationships with auditors and they understood us better, within the boundaries required of their independent status. Auditors no longer have the capacity to do extra work and the light shone on audit independence in other sectors of the economy has reinforced the rules on the way auditors and councils work together.

"Under the national framework we have had to negotiate our own fee variations. Will that continue to be the case?"

Unfortunately, virtually all councils have had to engage in discussions with auditors about fee variations linked to new regulatory requirements and, of course, the challenges of COVID-19. SAA has worked hard with MHCLG to enable the recent consultation on changes to the fee setting regime, and the resulting regulatory change will bring scope for more issues to be settled at a national level in future.

"Can we band together in joint procurements to get most of the benefits of not going it alone?"

We understand that this is lawful. However, joint procurement partners would not be part of PSAA's efforts on behalf of the sector to increase the number of firms competing in the market, which will therefore be less likely to succeed.

At best, joint procurement spreads the pain of procuring over a larger number of councils and at worst it introduces a new layer of bureaucracy, because someone is going to have to take the lead and bring all the members of the consortium

along. It's not altogether clear to us why a joint procurement would be better than the national contract, especially as the consortium would then have to manage the contract throughout its life (for example, the implications of changes of audit scope).

Gloucester City Council

Meeting:	**Council**	**Date:**	**27 January 2022**
Subject:	**Programme of Meetings, May 2022-April 2024**		
Report Of:	**Policy and Governance Manager**		
Wards Affected:	**All**		
Key Decision:	**No**	**Budget/Policy Framework:**	**No**
Contact Officer:	**Tanya Davies, Policy and Governance Manager**		
	Email: tanya.davies@gloucester.gov.uk		**Tel: 39-6125**
Appendices:	**1. Draft Programme of Meetings, May 2022-April 2024**		

FOR GENERAL RELEASE

1.0 Purpose of Report

1.1 To approve a two-year programme of ordinary meetings of Council and other meetings for the period of May 2022 to April 2024.

2.0 Recommendations

2.1 Council is asked to **RESOLVE** that, subject to any further changes, the two-year programme of ordinary meetings of Council and other meetings for the period of May 2022 to April 2024 be approved.

3.0 Background and Key Issues

3.1 The Council is required to agree a programme of meetings on an annual basis and the draft programme is attached an Appendix 1.

3.2 The Council approves a two-year programme each year in order to provide the Council and Councillors with adequate notice of meetings. As such, this programme contains 12 months of dates that have previously been approved and 12 months of new dates.

3.4 It is important to retain the flexibility to amend the first year of a two year-programme, because dates for events and meetings of other organisations that impact on the Council's own programme are often not available until 12 months in advance. The only change made in the first 12 months of the programme is to move the January 2023 Planning Committee to a week later, as the earlier date creates challenges for communicating with interested parties over the Christmas period. As a result, the January 2023 General Purposes Committee meeting has been moved to the Thursday of the same week. This pattern will be carried through into future years.

3.5 It should be noted that the school term dates for 2023-24 have not yet been published; therefore, meeting dates for 2023-24 may be subject to change once the term dates are known.

3.6 It should also be noted that, with the exception of Planning Committee, there are no meetings after March full Council in 2024 as the council will be in the pre-election, or purdah, period ahead of the City Council elections.

4.0 Social Value Considerations

4.1 There are no social value considerations.

5.0 Environmental Implications

5.1 There are no environmental implications.

6.0 Alternative Options Considered

6.1 All available options for the scheduling of meetings were considered when compiling the programme.

6.2 Observations and comments were invited from Group Leaders and senior officers.

7.0 Reasons for Recommendations

7.1 To agree the programme of ordinary meetings of Council and other meetings for the period of May 2022 to April 2024.

8.0 Future Work and Conclusions

8.1 By approving a two-year programme of ordinary meetings several months in advance of the start of the timetable, Members and other interested parties can plan ahead and the business of the Council can be transacted more efficiently and effectively.

8.2 Following approval, the dates of meetings will be added to the Council's website. Invitations to all meetings will be sent to Members after Annual Council in May to take account of any changes to committee membership.

9.0 Financial Implications

9.1 There are no financial implications arising from this report.

(Financial Services have been consulted in the preparation this report.)

10.0 Legal Implications

10.1 By approving the programme of ordinary meetings the Council is fulfilling a constitutional requirement.

(One Legal have been consulted in the preparation this report.)

11.0 Risk & Opportunity Management Implications

11.1 There are no risks arising from this report.

12.0 People Impact Assessment (PIA) and Safeguarding:

12.1 Not applicable.

13.0 Community Safety

13.1 There are no community safety implications.

14.0 Staffing & Trade Union

14.1 There are no staffing or trade union implications.

Background Documents: None

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Gloucester City Council

PROGRAMME OF MEETINGS

1 MAY 2022-30 APRIL 2024

MAY 2022				
Monday	**Tuesday**	**Wednesday**	**Thursday**	**Friday**
2 BH	**3** **6.00pm Planning Committee**	**4** **6.00pm Cabinet**	**5**	**6**
9	**10**	**11**	**12**	**13**
16	**17**	**18**	**19**	**20**
23 **3.00pm Annual Council**	**24**	**25** *4.30pm Cabinet Briefing**	**26**	**27**
30 SH	**31 SH**			

JUNE 2022				
Monday	**Tuesday**	**Wednesday**	**Thursday**	**Friday**
		1 **SH**	**2** **BH**	**3** **BH**
6 **6.30 pm Overview and Scrutiny Committee**	**7** **6.00pm Planning Committee**	**8**	**9**	**10**
13	**14** **6.30pm Licensing and Enforcement Committee**	**15** **6.00pm Cabinet**	**16**	**17**
20	**21**	**22** *4.30pm Cabinet Briefing**	**23**	**24**
27	**28** *LGA Conference*	**29** *LGA Conference*	**30** *LGA Conference*	

JULY 2022				
Monday	**Tuesday**	**Wednesday**	**Thursday**	**Friday**
				1
4 **6.30 pm Overview and Scrutiny Committee**	**5** **6.00pm Planning Committee**	**6**	**7** **6.30pm Council**	**8**
11	**12**	**13** **6.00pm Cabinet**	**14**	**15**
18 **6.30 pm Audit and Governance Committee**	**19**	**20**	**21**	**22 SH**
25 SH	**26 SH**	**27 SH**	**28 SH**	**29 SH**

AUGUST 2022										
Monday		**Tuesday**		**Wednesday**		**Thursday**		**Friday**		
1	**SH**	**2**	**SH**	**3**	**SH**	**4**	**SH**	**5**	**SH**	
		6.00pm Planning Committee								
8	**SH**	**9**	**SH**	**10**	**SH**	**11**	**SH**	**12**	**SH**	
15	**SH**	**16**	**SH**	**17**	**SH**	**18**	**SH**	**19**	**SH**	
22	**SH**	**23**	**SH**	**24**	**SH**	**25**	**SH**	**26**	**SH**	
				*4.30pm Cabinet Briefing**						
29	**BH**	**30**	**SH**	**31**	**SH**					

SEPTEMBER 2022				
Monday	**Tuesday**	**Wednesday**	**Thursday**	**Friday**
			1 **SH**	**2** **SH**
5 **6.30 pm Overview and Scrutiny Committee**	**6** **6.00pm Planning Committee**	**7**	**8**	**9**
12 **6.30 pm Audit and Governance Committee**	**13** **6.30pm Licensing and Enforcement Committee**	**14** **6.00pm Cabinet**	**15**	**16**
19 *Lib Dem Party Conference (TBC)*	**20** *Lib Dem Party Conference (TBC)*	**21** *Lib Dem Party Conference (TBC)* *4.30pm Cabinet Briefing**	**22** **6.30pm Council**	**23**
26 *Labour Party Conference*	**27** *Labour Party Conference*	**28** *Labour Party Conference*	**29**	**30**

OCTOBER 2022				
Monday	**Tuesday**	**Wednesday**	**Thursday**	**Friday**
3 *Conservative Party Conference* **6.30 pm Overview and Scrutiny Committee**	**4** *Conservative Party Conference* **6.00pm Planning Committee**	**5** *Conservative Party Conference*	**6**	**7**
10	**11**	**12** **6.00pm Cabinet**	**13**	**14**
17	**18**	**19** *4.30pm Cabinet Briefing**	**20**	**21**
24 **SH**	**25** **SH**	**26** **SH**	**27** **SH**	**28** **SH**
31 **6.30 pm Overview and Scrutiny Committee**				

NOVEMBER 2022				
Monday	**Tuesday**	**Wednesday**	**Thursday**	**Friday**
	1 **6.00pm Planning Committee**	**2**	**3**	**4**
7	**8**	**9** **6.00pm Cabinet**	**10**	**11**
14 **6.30 pm Audit and Governance Committee**	**15**	**16** *4.30pm Cabinet Briefing**	**17** **6.30pm Council**	**18**
21	**22**	**23**	**24**	**25**
28 **6.30 pm Overview and Scrutiny Committee**	**29**	**30**		

DECEMBER 2022				
Monday	**Tuesday**	**Wednesday**	**Thursday**	**Friday**
			1	**2**
5 **6.30 pm Overview and Scrutiny Committee (Budget)**	**6** **6.00pm Planning Committee**	**7** **6.00pm Cabinet**	**8**	**9**
12	**13** **6.30pm Licensing and Enforcement Committee**	**14** *4.30pm Cabinet Briefing**	**15**	**16**
19 SH	**20 SH**	**21 SH**	**22 SH**	**23 SH**
26 BH	**27 BH**	**28 SH**	**29 SH**	**30 SH**

JANUARY 2023				
Monday	**Tuesday**	**Wednesday**	**Thursday**	**Friday**
2 **BH**	**3** ~~**6.00pm Planning Committee**~~	**4**	**5**	**6**
9 **6.30 pm Overview and Scrutiny Committee**	**10** **6.00pm Planning Committee** ~~**6.00pm General Purposes Committee**~~	**11** **6.00pm Cabinet**	**12** **6.00pm General Purposes Committee**	**13**
16 **6.30 pm Audit and Governance Committee**	**17**	**18** *4.30pm Cabinet Briefing**	**19**	**20**
23	**24**	**25**	**26** **6.30pm Council**	**27**
30 **6.30 pm Overview and Scrutiny Committee**	**31**			

FEBRUARY 2023				
Monday	**Tuesday**	**Wednesday**	**Thursday**	**Friday**
		1	**2**	**3**
6	**7** **6.00pm Planning Committee**	**8** **6.00pm Cabinet**	**9**	**10**
13	**14**	**15** *4.30pm Cabinet Briefing**	**16**	**17**
20 **SH**	**21** **SH**	**22** **SH**	**23** **SH** **6.00pm Budget Council**	**24** **SH**
27 **6.30 pm Overview and Scrutiny Committee**	**28**			

MARCH 2023				
Monday	**Tuesday**	**Wednesday**	**Thursday**	**Friday**
		1	**2**	**3**
6 **6.30 pm Audit and Governance Committee**	**7** **6.00pm Planning Committee**	**8** **6.00pm Cabinet**	**9**	**10**
13	**14** **6.30pm Licensing and Enforcement Committee**	**15** *4.30pm Cabinet Briefing**	**16**	**17**
20	**21**	**22** *Ramadan starts*	**23** **6.30pm Council**	**24**
27 **6.30 pm Overview and Scrutiny Committee**	**28**	**29**	**30**	**31**

APRIL 2023				
Monday	**Tuesday**	**Wednesday**	**Thursday**	**Friday**
3 **SH**	**4** **SH** **6.00pm Planning Committee**	**5** **SH** **6.00pm Cabinet**	**6** **SH**	**7** **BH**
10 **BH**	**11** **SH**	**12** **SH** *4.30pm Cabinet Briefing**	**13** **SH**	**14** **SH**
17	**18**	**19**	**20** *Ramadan ends*	**21**
24 **6.30 pm Overview and Scrutiny Committee**	**25**	**26**	**27**	**28**

MAY 2023				
Monday	**Tuesday**	**Wednesday**	**Thursday**	**Friday**
1 **BH**	**2** **6.00pm Planning Committee**	**3** **6.00pm Cabinet**	**4**	**5**
8	**9**	**10**	**11**	**12**
15	**16**	**17** *4.30pm Cabinet Briefing**	**18**	**19**
22 **3.00pm Annual Council**	**23**	**24**	**25**	**26**
29 **BH**	**30** **SH**	**31** **SH**		

JUNE 2023				
Monday	**Tuesday**	**Wednesday**	**Thursday**	**Friday**
			1 **SH**	**2** **SH**
5 **6.30 pm Overview and Scrutiny Committee**	**6** **6.00pm Planning Committee**	**7**	**8**	**9**
12	**13** **6.30pm Licensing and Enforcement Committee**	**14** **6.00pm Cabinet**	**15**	**16**
19	**20**	**21** *4.30pm Cabinet Briefing**	**22**	**23**
26	**27** *LGA Conference (TBC)*	**28** *LGA Conference (TBC)*	**29** *LGA Conference (TBC)*	**30**

JULY 2023				
Monday	**Tuesday**	**Wednesday**	**Thursday**	**Friday**
3 **6.30 pm Overview and Scrutiny Committee**	**4** **6.00pm Planning Committee**	**5**	**6** **6.30pm Council**	**7**
10	**11**	**12** **6.00pm Cabinet**	**13**	**14**
17 **6.30 pm Audit and Governance Committee**	**18**	**19**	**20**	**21**
24	**25**	**26 SH**	**27 SH**	**28 SH**
31 SH				

AUGUST 2023				
Monday	**Tuesday**	**Wednesday**	**Thursday**	**Friday**
	1 **SH** **6.00pm Planning Committee**	**2** **SH**	**3** **SH**	**4** **SH**
7 **SH**	**8** **SH**	**9** **SH**	**10** **SH**	**11** **SH**
14 **SH**	**15** **SH**	**16** **SH**	**17** **SH**	**18** **SH**
21 **SH**	**22** **SH**	**23** **SH** *4.30pm Cabinet Briefing**	**24** **SH**	**25** **SH**
28 **BH**	**29** **SH**	**30** **SH**	**31** **SH**	

SEPTEMBER 2023				
Monday	**Tuesday**	**Wednesday**	**Thursday**	**Friday**
				1
4 **6.30 pm Overview and Scrutiny Committee**	**5** **6.00pm Planning Committee**	**6**	**7**	**8**
11 **6.30 pm Audit and Governance Committee**	**12** **6.30pm Licensing and Enforcement Committee**	**13** **6.00pm Cabinet**	**14**	**15**
18	**19**	**20** *4.30pm Cabinet Briefing**	**21** **6.30pm Council**	**22**
25	**26**	**27**	**28**	**29**

OCTOBER 2023				
Monday	**Tuesday**	**Wednesday**	**Thursday**	**Friday**
2 **6.30 pm Overview and Scrutiny Committee**	**3** **6.00pm Planning Committee**	**4**	**5**	**6**
9	**10**	**11** **6.00pm Cabinet**	**12**	**13**
16	**17**	**18** *4.30pm Cabinet Briefing**	**19**	**20**
23	**24**	**25**	**26**	**27**
30 **6.30 pm Overview and Scrutiny Committee**	**31**			

NOVEMBER 2023				
Monday	**Tuesday**	**Wednesday**	**Thursday**	**Friday**
		1	**2**	**3**
6	**7** **6.00pm Planning Committee**	**8** **6.00pm Cabinet**	**9**	**10**
13 **6.30 pm Audit and Governance Committee**	**14**	**15** *4.30pm Cabinet Briefing**	**16** **6.30pm Council**	**17**
20	**21**	**22**	**23**	**24**
27 **6.30 pm Overview and Scrutiny Committee**	**28**	**29**	**30**	

DECEMBER 2023				
Monday	**Tuesday**	**Wednesday**	**Thursday**	**Friday**
				1
4 **6.30 pm Overview and Scrutiny Committee (Budget)**	**5** **6.00pm Planning Committee**	**6** **6.00pm Cabinet**	**7**	**8**
11	**12** **6.30pm Licensing and Enforcement Committee**	**13** *4.30pm Cabinet Briefing**	**14**	**15**
18	**19**	**20**	**21**	**22**
25 BH	**26 BH**	**27**	**28**	**29**

JANUARY 2024				
Monday	**Tuesday**	**Wednesday**	**Thursday**	**Friday**
1 BH	**2**	**3**	**4**	**5**
8 **6.30 pm Overview and Scrutiny Committee**	**9** **6.00pm Planning Committee**	**10** **6.00pm Cabinet**	**11** **6.00 pm General Purposes Committee**	**12**
15 **6.30 pm Audit and Governance Committee**	**16**	**17** *4.30pm Cabinet Briefing**	**18**	**19**
22	**23**	**24**	**25** **6.30pm Council**	**26**
29 **6.30 pm Overview and Scrutiny Committee**	**30**	**31**		

FEBRUARY 2024				
Monday	**Tuesday**	**Wednesday**	**Thursday**	**Friday**
			1	**2**
5	**6** **6.00pm Planning Committee**	**7** **6.00pm Cabinet**	**8**	**9**
12	**13**	**14** *4.30pm Cabinet Briefing**	**15**	**16**
19	**20**	**21**	**22** **6.00pm Budget Council**	**23**
26 **6.30 pm Overview and Scrutiny Committee**	**27**	**28**	**29**	

MARCH 2024				
Monday	**Tuesday**	**Wednesday**	**Thursday**	**Friday**
				1
4 **6.30 pm Audit and Governance Committee**	**5** **6.00pm Planning Committee**	**6** **6.00pm Cabinet**	**7**	**8**
11 *Ramadan starts 10/05/24*	**12** **6.30pm Licensing and Enforcement Committee**	**13**	**14**	**15**
18	**19**	**20**	**21** **6.30pm Council**	**22**
25	**26**	**27**	**28**	**29** **BH**

APRIL 2024				
Monday	**Tuesday**	**Wednesday**	**Thursday**	**Friday**
1 **BH**	**2** **6.00pm Planning Committee**	**3**	**4**	**5**
8 *Ramadan ends*	**9**	**10**	**11**	**12**
15	**16**	**17**	**18**	**19**
22	**23**	**24**	**25**	**26**
29	**30**			

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By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
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