



Report to Strategy & Resources Committee

Author/Lead Officer of Report:

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Report of: Chief Executive

Report to: Strategy and Resources Committee

Date of Decision: 30th August 2022

Subject: Becoming an Anti-Racist City: Sheffield City Council initial response to the Race Equality Commission

Has an Equality Impact Assessment (EIA) been undertaken?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
If YES, what EIA reference number has it been given? 1228				
Has appropriate consultation taken place?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
Has a Climate Impact Assessment (CIA) been undertaken?	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>
Does the report contain confidential or exempt information?	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>
If YES, give details as to whether the exemption applies to the full report / part of the report and/or appendices and complete below:-				

Purpose of Report:

This report sets out Sheffield City Council's initial response to the key findings of the Independent Sheffield Race Equality Commission Report, which was launched in July 2022.

Through its evidence gathering and hearings, the Sheffield Race Equality Commission has painted a detailed picture of racism and racial inequality in Sheffield, laying down a challenge that city leaders, anchor institutions and communities must respond to. Prejudice and inequality on this scale impacts on the whole city, stopping people from achieving their potential.

This paper sets out the initial steps that we will take at SCC to implement immediate and longer-term actions to bring about powerful change.

This is an initial response to the REC and a further, detailed paper and action plan will be presented to S&R Committee on 12th October 2022.

Recommendations:

It is recommended that the Strategy and Resources Committee:

1. Welcome the publication of the Sheffield Race Equality Commission Report.
2. Recognise the commitment, dedication and time that REC Commissioners have given to the city, including SCC Members and officers who served as Commissioners. Working alongside Prof. Kevin Hylton, the REC has produced a comprehensive report that details the change we need to see in Sheffield to become an anti-racist city.
3. Agree the initial Sheffield City Council response, recognising that we need to produce a detailed, action-focused response that is fully owned by Members and officers in the organisation.
4. Agree to receive the detailed Action Plan in response to the Commission's report for agreement at the October 2022 meeting of the Committee.

Background Papers:

Equality Objectives 2019-23

[Equality Objectives 2019-23 | Sheffield City Council](#)

Annual Equality Report

[Sheffield City Council Equalities Report](#)

Annual Workforce Report

[Sheffield City Council Workforce Data 2020 -21](#)

Our Sheffield - One Year Plan 2021-22

<https://democracy.sheffield.gov.uk/mgConvert2PDF.aspx?ID=45712>

Our Sheffield: The Year Ahead, Strategy and Resources Committee, 31st May 2022,

<https://democracy.sheffield.gov.uk/documents/s52584/Our%20Sheffield%20The%20Year%20Ahead%20-%20report%20to%20SR%20Committee%20May%202022.pdf>

Sheffield Race Equality Commission, Independent Report 2022:

https://www.sheffield.gov.uk/sites/default/files/2022-07/rec-final-report_1.pdf

Lead Officer to complete:-	
1	<p>I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.</p> <p>Finance: <i>Ryan Keyworth, Director of Finance and Commercial Services</i></p> <p>Legal: <i>Nadine Wynter, Legal Services Manager</i></p> <p>Equalities & Consultation: <i>Adele Robinson Equalities and Engagement Manager</i></p> <p>Climate: <i>n/a</i></p>
<p><i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i></p>	
2	<p>EMT member who approved submission: <i>Kate Josephs, Chief Executive</i></p>
3	<p>Committee Chair consulted: <i>Cllr Terry Fox, Chair of Strategy and Resources Committee</i></p>
4	<p>I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Committee by the EMT member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.</p> <p>Lead Officer Name: Bashir Khan</p> <p>Job Title: Senior Equality and Engagement Officer Equalities and Engagement Team</p> <p>Date: 19th August 2022</p>

Becoming an Anti-Racist City

Sheffield City Council Initial Response to the Race Equality Commission

Purpose

1. This report sets out Sheffield City Council's initial response to the key findings of the Independent Sheffield Race Equality Commission Report, which was launched in July 2022.
2. The paper outlines SCC's initial response to the REC's report and the approach we will take to deliver it's recommendations in SCC, through the services we deliver and in our work alongside communities and partners in the city.
3. This initial response will be followed by a more detailed action plan which will be presented to the Strategy and Resources Committee in October 2022.

Background

4. Sheffield is a vibrant, diverse city. Our diversity is part of what makes our city a fantastic place to live and work for people from all backgrounds with hundreds of languages spoken in communities across the city and students from all over the globe coming to our universities. Diversity is a proud part of our heritage, our values and is critical to our future.
5. But, as with many places in the UK, Sheffield experiences significant levels of inequality and discrimination which particularly impacts on the lives of people from Black, Asian or Minoritised Ethnic backgrounds. This level of inequality has a negative impact on the whole city, holding people back, impacting on their health and wellbeing and stopping them reaching their full potential.
6. The Sheffield Race Equality Commission was established in Summer 2020 by the Council in response to the killing of George Floyd in the United States, the Public Health England Health Report into the impact of COVID 19 on BAME communities, other reports on racial disparities and racism nationally, as well as local knowledge about communities in the city who were under significant pressures and experiencing inequality.
7. The independent Commission was tasked with undertaking a strategic assessment of the nature, extent, causes and impact of racial inequality in Sheffield and to make recommendations for tackling them.
8. The Commission was led by an Independent Chair, Professor Emeritus Kevin Hylton from Leeds Beckett University who was supported by 24 Commissioners who were chosen following expressions of interest from communities across Sheffield. The REC also had cross-party involvement by Members from the Labour, Liberal Democrat and Green parties. The REC was supported by a small secretariat team from Sheffield City Council who reported to the REC Chair to maintain the Commission's independence.
9. The Commission's focus was on the whole city. Over 50 key organisations endorsed the Commission including the city's anchor institutions such as NHS organisations in Sheffield, South Yorkshire Police, the University of Sheffield, Sheffield Hallam University and Sheffield City Council.

10. The Commission took written and oral evidence from people and organisations, looking at what has worked well in tackling racial inequalities both in Sheffield and elsewhere to develop a strategic assessment of racial equality and disparities in the city. The REC focused on six key themes:
- Business and Employment
 - Civic life and Communities
 - Crime and Justice
 - Education
 - Health
 - Sports and Culture
11. It received over 150 pieces of evidence, and it spoke with over 165 witnesses through public and closed hearings as well as Focus Groups. Witnesses to the Commission spanned a diverse range of individuals and organisations. All of the Commission's evidence is available to view online here:
<https://www.sheffield.gov.uk/your-city-council/race-equality-commission>

REC themes and recommendations – an anti-racist city

12. The Commission makes seven overarching recommendations, covering 39 action points with a large number of lower-level points, giving a total of over 100 actions. The first recommendation is identified by the report as fundamental to everything that follows. The recommendations are:
- Sheffield: An Antiracist City - (Governance, Leadership & Workforce)
 - Educating Future Generations and Showing Leadership in our Educational Institutions
 - Inclusive Healthy Communities: Wellbeing and Longevity for All
 - One Sheffield in Community Life: Inclusion, Cohesion, and Confidence
 - Celebrating Sheffield Through Sport and Culture: Past, Present and Future
 - Proportionality and Equity in Crime and Justice
 - Equal and Enterprising: Supporting Black, Asian and Minoritised Ethnic Business and Enterprise
13. Theme one is becoming an anti-racist organisation and whilst there is no legal definition of what this constitutes, the Commission helpfully outlines what it notes organisations need to do to progress to become fully anti-racist, within 36 months. These qualities are:
- **Culture:** Zero tolerance policies (with severe sanctions for proven) harassment, bullying and discrimination,
 - **Leadership:** Line managers hold specific responsibilities (and incentivised) to ensure EDI is well managed in their areas,
 - **Debiased Systems:** Robust equality, diversity and inclusion (EDI) controls and processes in place to ensure that ethnically diverse employees (and prospective applicants via the use of anonymous CVs and guaranteed interviews) are well supported in their career progression (inc. mentoring, training, 'deputy' opportunities, ethnicity pay gap reporting),
 - **Empowered Staff:** Have 'safe spaces' available for employees to voice ideas, share suggestions and raise concerns informally with specific hubs (chaired by an appropriate race inclusion ally) for different ethnic groups and other protected characteristics (e.g., LGBTQ+),

- **Governance:** A strong diverse membership that includes a designated board member role with specific expertise on EDI and race,
- **Data Gathering and Reporting:** Accurate data and metrics (segmented by grade / pay band / gender / department / location / specific ethnicities) regularly captured and reported to identify EDI performance (inc. benchmarking) and prioritised issues (as early indicators of racism and racial disparities),
- **Transparency and Accountability:** Operates an EDI policy with specific intersectional ‘joined up’ race content (with EDI performance regularly assessed and published, e.g., annual report and accounts) which sets robust standards of good practice that apply across the organisation end-to-end (inc. procurement, funding criteria, customers) and extends throughout the supply chain (with equivalent standards also binding upon any third party which does business for or on behalf of that organisation)

Sheffield City Council – our role in leading the change

14. The REC’s report has demonstrated that Sheffield and Sheffield City Council have much to do if we are to genuinely root out racism and racial inequality. The City Council is hugely grateful the REC Commissioners for their commitment and dedication to the city and the courage that they have shown in the Commission, often hearing traumatic evidence of racism which may have triggered reflections on their own experiences.
15. The publication of the REC report is the start of a journey for the whole city and for ourselves as an organisation, as an employer, as a service provider and as a city leader. As an organisation, we need plan, sequence and implement short term and long-term actions to make improvements and bring about powerful change. We need to change with and alongside communities who rightly should hold us to account for achieving that change.
16. Becoming an inclusive, antiracist city should be a central goal for Sheffield’s future as inequality undermines life chances and undermines the ability of people to play a full and active role in the city and its communities. The scale of change needed to address long-established structural racism in our city will take time and that means we need a robust and resolute approach to change with bold actions and collaborative leadership with civic institutions and communities in the city.
17. SCC have a vital role in leading the charge against racial inequality – driving out discrimination and championing inclusion in our organisation and through our services; and standing shoulder-to-shoulder with city partners to embed more systemic progress.
18. In a challenging financial time both within SCC and in communities following the impacts of the pandemic, now more than ever before it is essential to ensure the widest range of voices are heard in all we do to help shape the future of the city and its diverse communities.

The approach we will take to respond to the REC

19. We are proposing to focus on three critical areas in our delivery of the REC recommendations:

Our staff

- Empowering and educating our staff
- diversifying our workforce and leadership,
- tackling racism and discrimination within our organisation to be an inclusive workforce that reflects the city we serve

Our services

- Debiasing systems and decision making
- Maximising data and intelligence to drive our inequality and discrimination in our service delivery
- Connecting and being genuinely in and of our communities in everything we do

Our role as a city leader

- Working with anchor institution partners to drive whole-place change and challenge each other to improve
- Support and coinvest in Legacy Body to provide independent challenge and hold us to account for delivering the REC recommendations

20. Sheffield City Council (SCC) employs over 8,000 employees of whom 1,200 are from a Black Asian or Minoritised Ethnic background (BAME). We want to ensure that Sheffield City Council is a great place to work, that staff feel valued for who they are and empowered to make the best contribution they can to the organisation.
21. In SCC, the lead responsibility for developing our action plan to respond to the REC will sit with our Strategic and Inclusion Board (SEIB). The SEIB has recently been refreshed following a review and is chaired by the Chief Executive, with the Executive Director of Operational Services being the Deputy Chair. At the Board's August meeting, it was recommended that each of the three main parties in the Council nominate a Member to attend the Board. The SEIB has a critical role internally with the overview of monitoring progress, but also to hold the organisation to account as required.
22. Focusing on the recommendations and the key areas above, the SEIB will lead the production of a draft action plan to be presented to the S&R Committee on 12th October. This will ensure that staff, trade unions, senior leaders and Members have time to engage in the development of a comprehensive response to the REC, reflecting the scale and significance of the commitments we want to make.
23. The development of the Action Plan will gather inputs from all the Portfolios across the Council as well as the senior leadership team in relation to the key issues within their services and communities. The key overarching areas already identified for issues we need to focus on include:
- Workforce diversity and senior leadership diversity
 - Reviewing commissioning and funding arrangements and distribution
 - Education leadership and exclusions
 - Business development and support
 - Reducing health inequalities
 - Improving data collection, sharing and analysis
 - Building trust and improving staff and community engagement
 - City leadership and governance

24. The SEIB will also propose to S&R that the REC recommendations become part of our Strategic Equality Objectives¹ (becoming a fifth objective), thus ensuring that the REC response has clear alignment with our strategic commitments to equality, diversity and inclusion.
25. The REC report and its recommendations sets out a directive approach on race as a standalone characteristic for action as a method to address the very entrenched inequalities around race, but also recognises intersectionality which is important in addressing wider inequalities. People have multiple identity intersections, for example race and sex, race and faith/no faith, race and sexual orientation etc. Intersections of identity are also where some of the conflict fracture lines continue to occur. We need to ensure that intersectionality is embraced, supported, and nurtured to enable every individual to thrive in our organisation.
26. The Staff Race Equality Network is taking a leading role in ensuring that staff voice is heard in the Council's response to the findings of the Commission's report through a series of Network meetings that include BAME officers only as well as meetings with Chief Officers and Members taking place over August-September 2022.
27. We plan to undertake a comprehensive staff survey to help us to capture a wide range of staff insight and raise awareness and knowledge of the REC report and are encourage staff to actively participate in the organisation's response and drive for change.
28. The development of the Action Plan will gather inputs from all the Portfolios across the Council as well as the senior leadership team in relation to the key issues within their services and communities.
29. The key overarching areas outlined so far for further work are:
 - Workforce diversity and senior leadership diversity
 - Reviewing commissioning and funding arrangements and distribution
 - Education leadership and exclusions
 - Business development and support
 - Reducing health inequalities
 - Improving data collection, sharing and analysis
 - Building trust and improving staff and community engagement
 - City leadership and governance

Governance and Legacy Arrangements

30. The REC recommendations include the establishment of a Legacy Delivery Group to monitor, review, and publish the progress of race equality in the city and a requirement that the group is long-term, sustainable, and initially steered the city's key anchor institutions, partners, third sector and community stakeholders.
31. After the successful REC report launch on 14 July 2022, we are now in a period of transition looking ahead towards the establishment of an effective Legacy Group. The aim of the Group is to help build communities' voice, collate race equality data, identify good practice and highlight areas for improvement and hold

¹ SCC Equality Objectives 2019-23, <https://www.sheffield.gov.uk/campaigns/equality-objectives>

key institutions across the city (including the Council) accountable in their drive towards making Sheffield an Anti-racist city.

32. For the Legacy Group to work effectively, efficiently and maximise impact, careful planning and consideration needs to be given to its structure in its infancy. There is currently an interim working party consisting of eight Commissioners and a Member with Secretariat support provided by the Equality and Engagement Team. This is currently meeting weekly to establish the best model for this Legacy Group moving forward.
33. The Legacy Group will operate independently of the Council and other anchor organisations in the city.
34. The aim is to formalise a proposal in September and present a finalised plan via the report to this Committee in October. The proposal will outline a sustainable model and a full breakdown of the costs involved. Currently the group are looking for an indicative longer term financial support commitment of 5-10 years once the optimum model has been decided upon. The expectation is that the financial support to the Legacy Group will come from a range of anchor organisations in the city including the Council.
35. The Race Equality Action Plan for the Council will also require resources over its lifetime. The more detailed report in October will outline any resources including financial that are required to ensure that the Action Plan is fully implemented.

How does this decision contribute?

36. Responding to the Race Equality Commission is one of the Council Delivery Plan 2022-23 priorities. As a Council we are determined to respond to the expectations of the Commission for key anchor institutions to deliver the following
 - Endorse and agree to implement the recommendations.
 - Facilitate the establishment of an effective legacy body.
 - Become an antiracist organisation within 24 months
 - Aim to meet the recommendations of the report within 36 months.
37. We will therefore need an immediate and sustained focus on responding to the Commission during 2022/23. We have started the work across the Council to develop an action plan and are already working on establishing the Legacy Group. We will also need to use this year in order to become an anti-racist organisation by 2025.
38. The work also feeds into meeting the Public Sector Equality Duty (Section 149 of the Equality Act 2010) in relation to race and also some of the other protected characteristics where actions, for example on monitoring data and hate incidents will benefit other protected characteristics.

Has there been any consultation?

39. The Race Equality Commission itself provided BAME communities as well as organisations in all sectors in Sheffield an opportunity to feed in their views into the Commission. There has been internal consultation/information with Members, Chief Officers, BAME and other employees in relation to the Commission. The Staff Race Equality Network are gathering the views of BAME staff. There will be feedback from the consultation in the report that comes to the October Committee.

Risk Analysis and Implications of the Decisions

Equality Implications

40. The Public Sector Equality Duty (PSED - Section 149 of the Equality Act 2010) covers Councils and other public sector organisations. It also applies to organisations that we contract with who are carrying functions on our behalf. The Equality Act 2010 does not give any one protected characteristic a greater weighting over another.
41. Understanding intersectionality is highlighted in the Commission Report and a vital component part of practicing inclusion, promoting equality, and reducing discrimination. Intersectionality identifies how different facets of one's identity contribute to a unique perspective as well as the ways in which different layers of one's identity overlap with one another. Everyone has some of the protected characteristics as defined by the Equality Act, and we all share at least 5, therefore the Act protects everyone against unfair treatment. It is also worth noting that although people share characteristics people's experiences are not the same and there can be conflicting views between and within protected characteristics.
42. Decisions need to take into account the requirements of the PSED. This is the General Duty to have due regard to the need to:
- Eliminate discrimination, harassment, victimisation
 - Advance equality of opportunity
 - Foster good relations between persons who share a relevant protected characteristic and those who do not
43. The Equality Act 2010 identifies the following groups as a protected characteristic: age; disability; gender reassignment; marriage and civil partnership; pregnancy and maternity; race; religion or belief; sex and sexual orientation. There are also other equality implications outside of the Equality Act that the Council commits to responding to such as socio-economic disadvantage.
44. The Race Equality Commission report in itself can be deemed as an equality analysis of Sheffield, specific to race as a protected characteristic, with some of the findings and recommendations intersecting with other characteristics, for example those on better data or dealing with hate incidents.
45. The existing internal performance management mechanisms on equality, diversity, and inclusion, for example the Annual Equality Report and Annual

Workforce Profile are tools that can be readily realigned to enable comprehensive reporting of progress against the Commission's recommendations.

46. An initial Equality Impact Assessment using the Council's procedure has been carried out and highlights impact across protected characteristics and therefore a more detailed Equality Impact Assessment will accompany the second report and Action Plan which to the Committee in October 2022.

Financial and Commercial Implications

47. This report is to note the initial findings of the REC and as such does not have any specific financial implications beyond what has already been agreed. There will however be financial implications in relation to the action plan which will be detailed in the report which comes to the next S&R Committee in October.

Legal Implications

48. This report is to note the initial findings of the REC and as such does not have any specific legal implications beyond what has already been agreed in relation to the Commission. There may however be legal implications in relation to the action plan which will be detailed in the report which comes to the next S&R Committee in October.

Climate Implications

49. This report is to note the initial findings of the REC and as such does not have any specific climate implications. There may however be climate implications in relation to the action plan which will be detailed in the report which comes to the next S&R Committee in October. For example, evidence submitted to the Commission included the impacts of air pollution in areas in the city with a high BAME population.

Alternative Options Considered

50. Carrying out the recommendations helps enable the Council to meet the needs of its ethnically diverse residents, visitors and employees as well as its employees. This work feeds into the S149 Public Sector Equality Duty requirements on the Council across 9 protected characteristics, of which race is one.
51. However, the Commission's recommendations recognise intersectionality in its actions and its recommendations will also help to address wider inequalities. However, we will need to continue to ensure that no one of the other characteristics protected by S149 of the Equality Act 2010 are overlooked.
52. There is a possibility that other protected characteristics with similar entrenched inequalities will not receive the same level of commitment and resource as a result of the specific time and focus on race. An alternative option is to embed the recommendations into the work the Council undertakes across equality and engagement more broadly and to address those areas specific to race only separately but combine the other actions, such as workforce diversity.

53. As the Commission's recommendations are actions to address the very entrenched inequalities around race, to not follow through on the recommendations will pose a reputational risk.