Gloucester City Commission to Review Race Relations

Final Report

December 2021

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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. 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.

Gloucester City Council responded to the death of George Floyd and the Black Lives Matter movement by unanimously voting through a council motion on July 9th, 2020, 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 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 (resigned 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 & Gloucestershire	September 29th 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
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
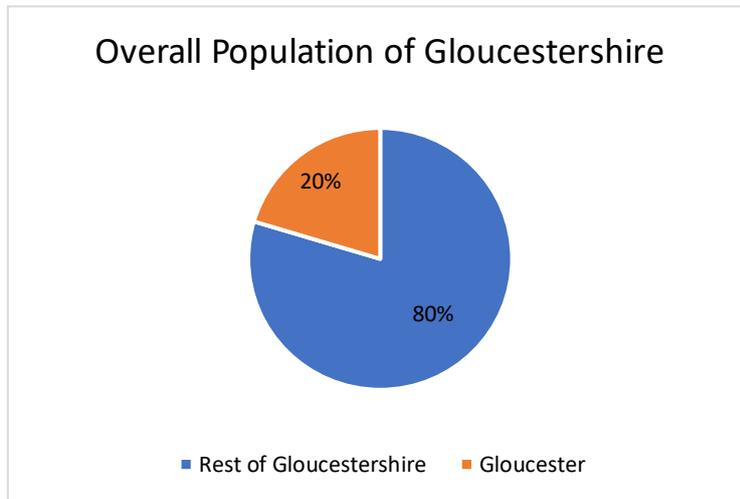
The population of Gloucester is the most diverse within the County, with 10.9% of the total population being from a BAME background. However, this is still considerably lower than the English national average which is 14.6%. We know that Gloucester is a young, diverse city. 16.6% of all people aged 0-19 in Gloucester are from a racially minoritized background. Furthermore, of the entire BAME population in Gloucester, 38.4% are aged between 0-19.
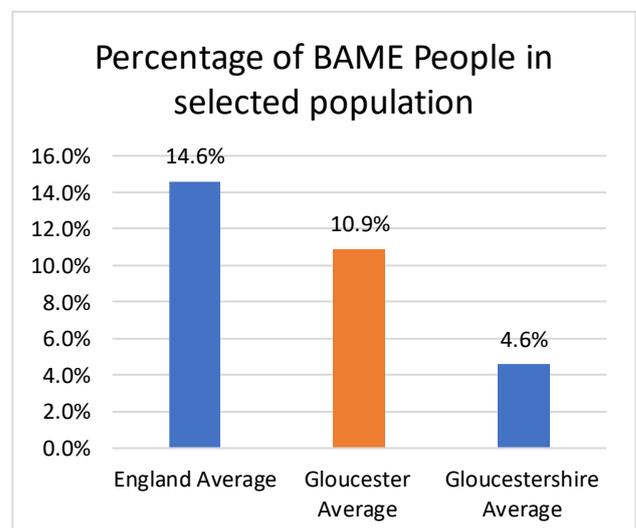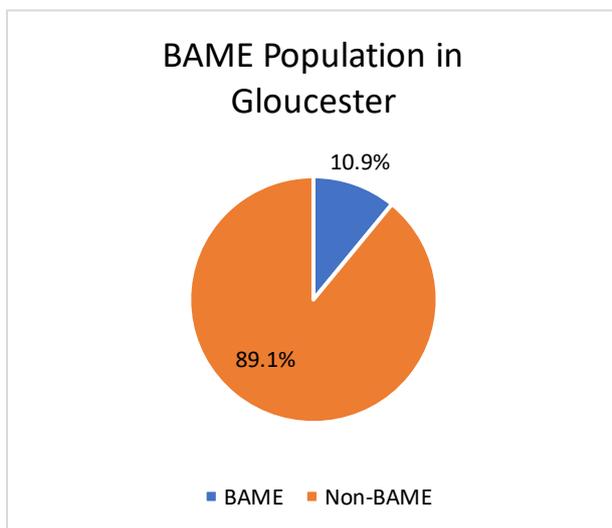
Despite the population being below the English average, certain neighbourhoods within Gloucester are more diverse than others. Within Gloucester, the ward and neighbourhood of Barton and Tredworth is the most diverse, with 41.4% of its population from a BAME background. Furthermore, in Gloucester 3.4% 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.
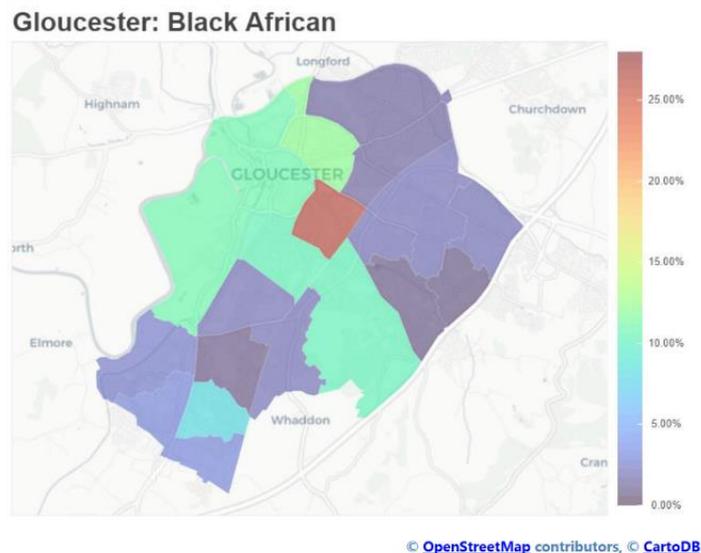
In contrast, the wards of Abbeydale, Abbeymead and Grange appear to have the smallest proportion of Black African individuals living there. It is important to note that the communities surrounding Barton and Tredworth have a large Black African community within them, centred predominantly around Gloucester 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.
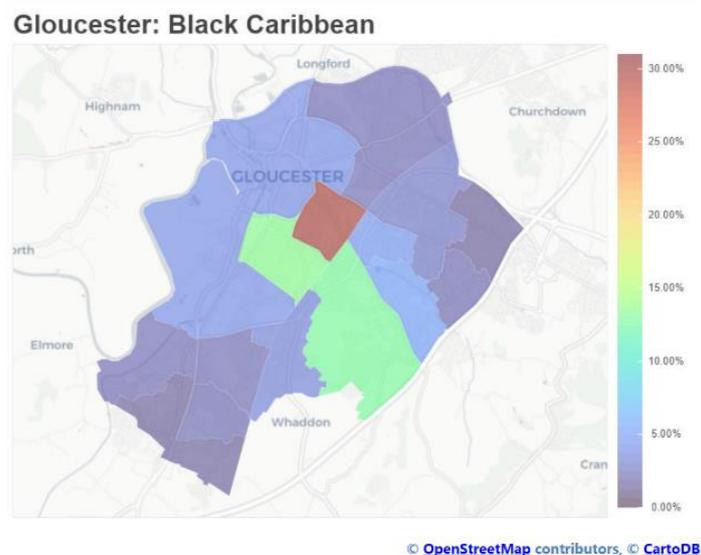
This map showing where mixed or multiple ethnic groups live within Gloucester confirms that not only is Gloucester a diverse city, but also an increasingly large amount of Gloucester's neighbourhoods and wards are diverse too. As seen with both the heat maps showing were Black African and Black Caribbean 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

© OpenStreetMap contributors, © CartoDB
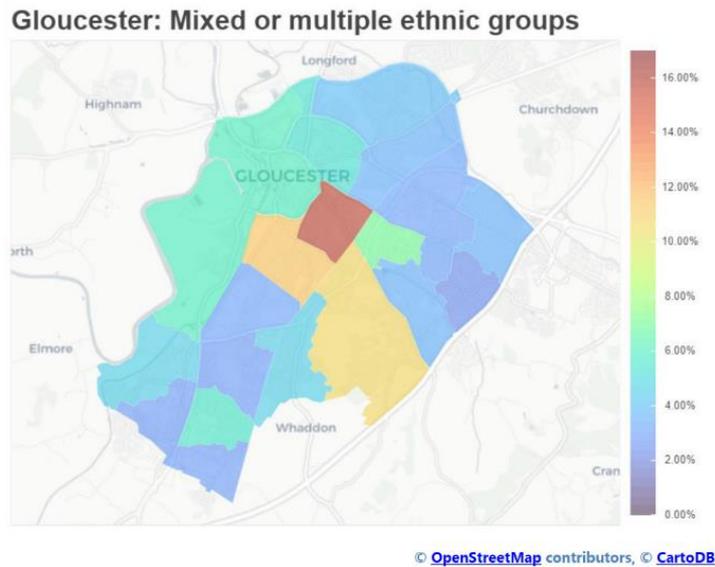
Gloucester's diverse communities are the largest in the County, and the heat maps show where these communities choose to live. Looking forward, Gloucester's racially minoritized population is expected to continue growing and evolving. There is very little surprise then, that the wards and neighbourhoods 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." (Pg. 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." (Pg.18)

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

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

- 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

Gloucester LPA

31%

69%

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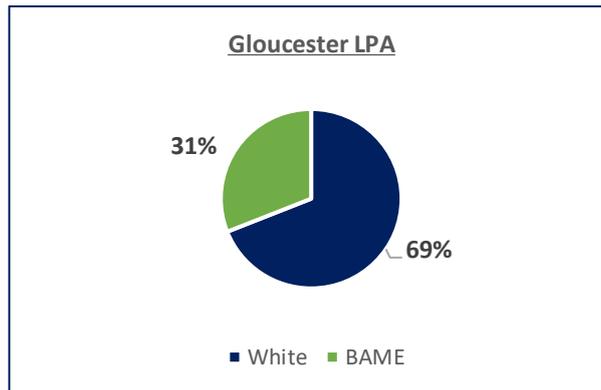
The above chart highlights a significant disproportion of offences committed by children and young people by ethnicity, with 31% of all offences committed in the Gloucester Local Policing Area by children and young people from a racially minoritized background.[3]

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

Crime % of 2013 – 2 year from the 2011 Census

7%

93%

■ BAME ■ White

Crime % of 2017 – 6 years from the 2011 Census

14%

86%

■ BAME ■ White

Crime % of 2021 – 10 years from the 2011 Census

21%

79%

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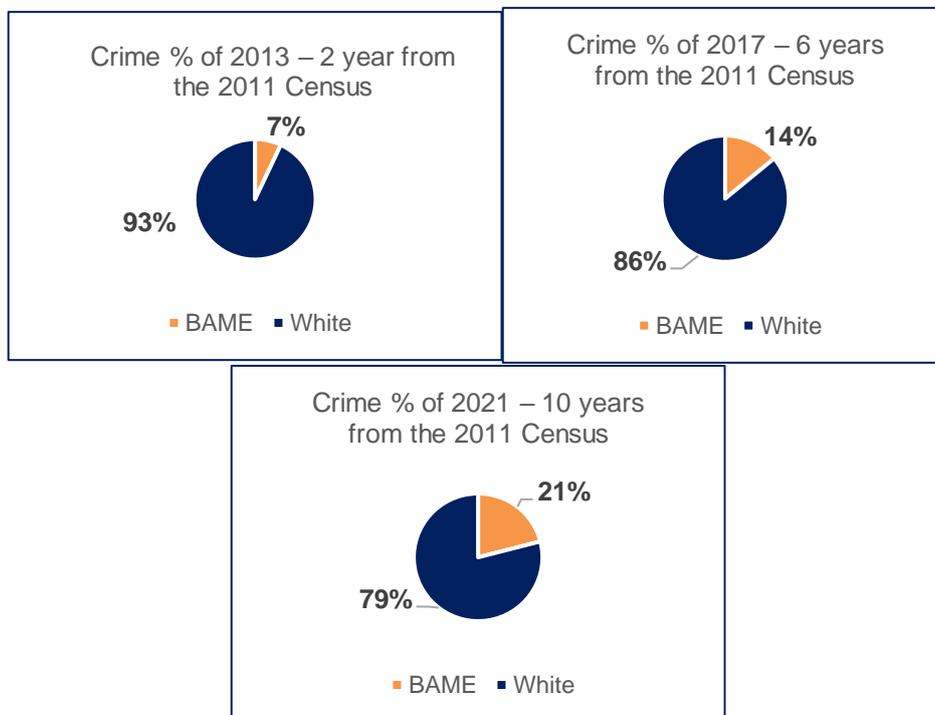
[3] 2011 Census data for 0-19 year olds (Black and Minority Ethnic groups) for Gloucester is 16.6% ; for 0-17 year olds (Black and Minority Ethnic Groups) for Gloucestershire is 7%

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	Ethnically diverse children and young people
Violence against the person (25.4%)	Violence against the person (33.7%)
Drugs (8.7%)	Drugs (22.2%)
Arson/Criminal damage (13.8%)	Arson/Criminal damage (10%)

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.

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[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.

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

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 programme[5]. 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."

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"

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[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

"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.

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.

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 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.

	Permanent Exclusions			Fixed Term Exclusions (incidences)			Fixed Term Exclusions (pupils with 1+)		
	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	3.13	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**

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 U.K 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.

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[6] Gloucestershire School Improvement Strategy

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.

4. The lack of racially minoritized representation across senior workforce roles in Gloucester & 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] (Pg.9)

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 multigenerational composition will be at greater risk of exposure and transmission which could therefore potentially contribute to ethnic inequalities".* [8] (Pg.5)

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*

7 Beyond Covid: race, health and inequality in Gloucestershire

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

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.

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] (Pg.3)

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*

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[9] Race in the workplace: The McGregor-Smith review

potential represents a huge missed opportunity for businesses and impacts the economy as a whole." (Pg.2)

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." (Pg.9)

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] (Pg.13)

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

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

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.

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.

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[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.

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 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:

- Dr Shabari Hosur, 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

Diabetes Prevalence

% of the population

| Age	Ethnic minority	White
0-9	0%	0%
10-19	0%	0%
20-29	1%	1%
30-39	2%	1%
40-49	7%	3%
50-59	13%	6%
60-69	23%	10%
70-79	30%	14%
80-89	43%	17%
90+	36%	14%

■ Ethnic minority   ■ White
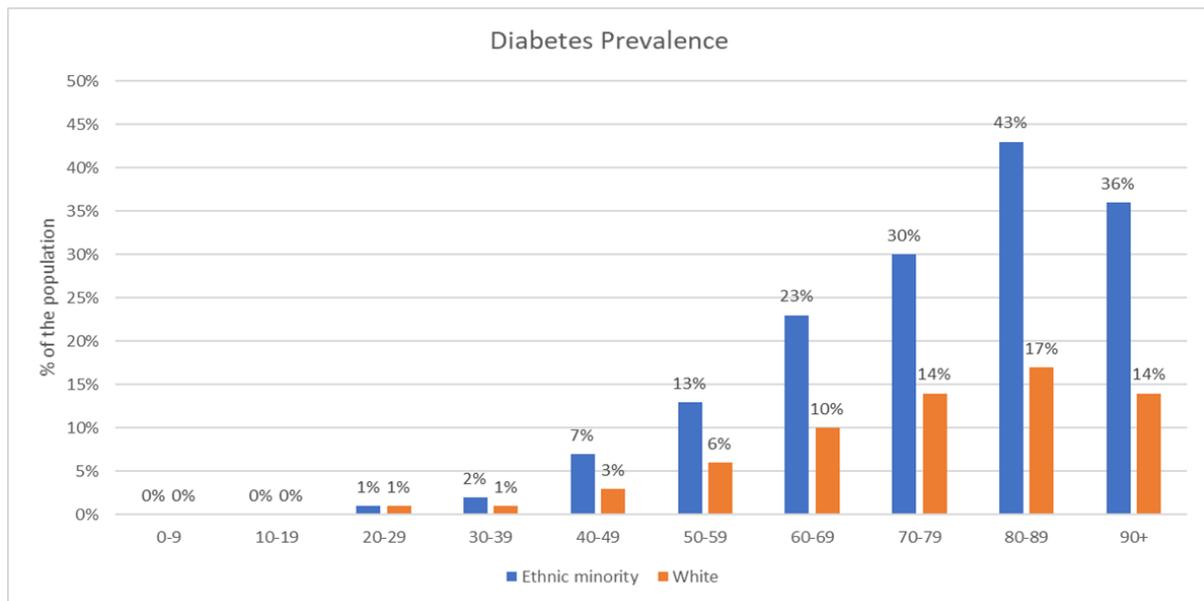
Graph 2: Diabetes prevalence in Gloucestershire

% of the population with T2DM

| Category	Value
Asian or Asian British	7.5%
Black or Black British	5.8%
Mixed	2.1%
Other Ethnic Groups	3.8%
White	4.7%
Ethnicity not recorded	1.8%
Total	4.5%
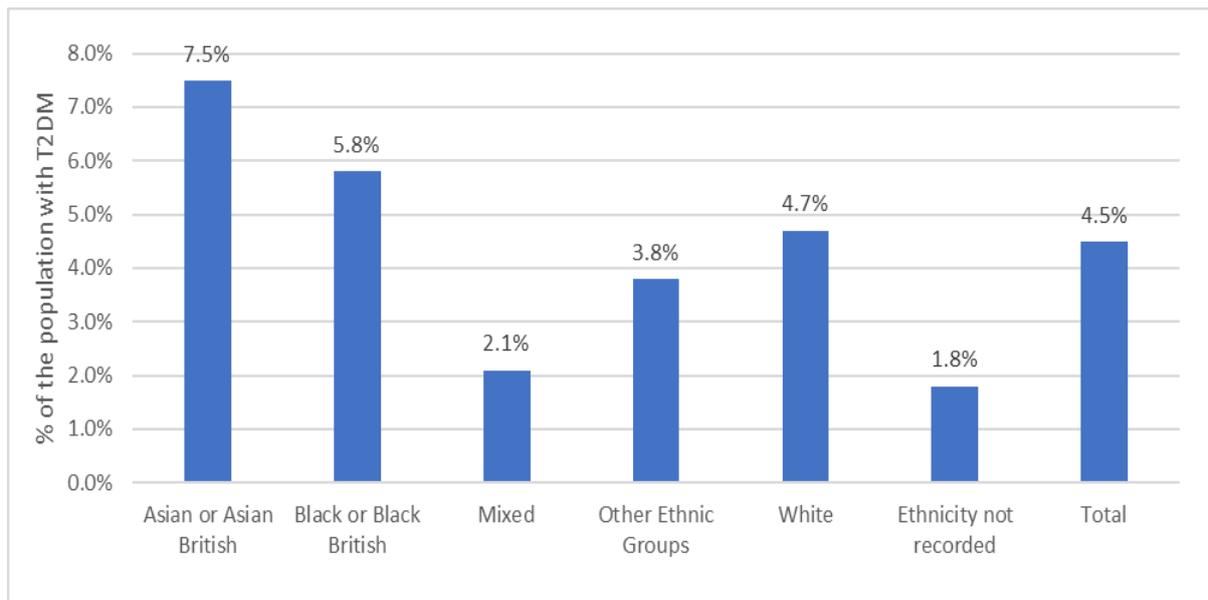
Graph 3 shows the breakdown by locality. It highlights that, across the county, the highest prevalence of people diagnosed with type 2 diabetes are in Gloucester and are from a racially minoritized background. It further illustrates the lack of ethnicity recording.

Graph 3: Breakdown of people with type 2 diabetes by locality
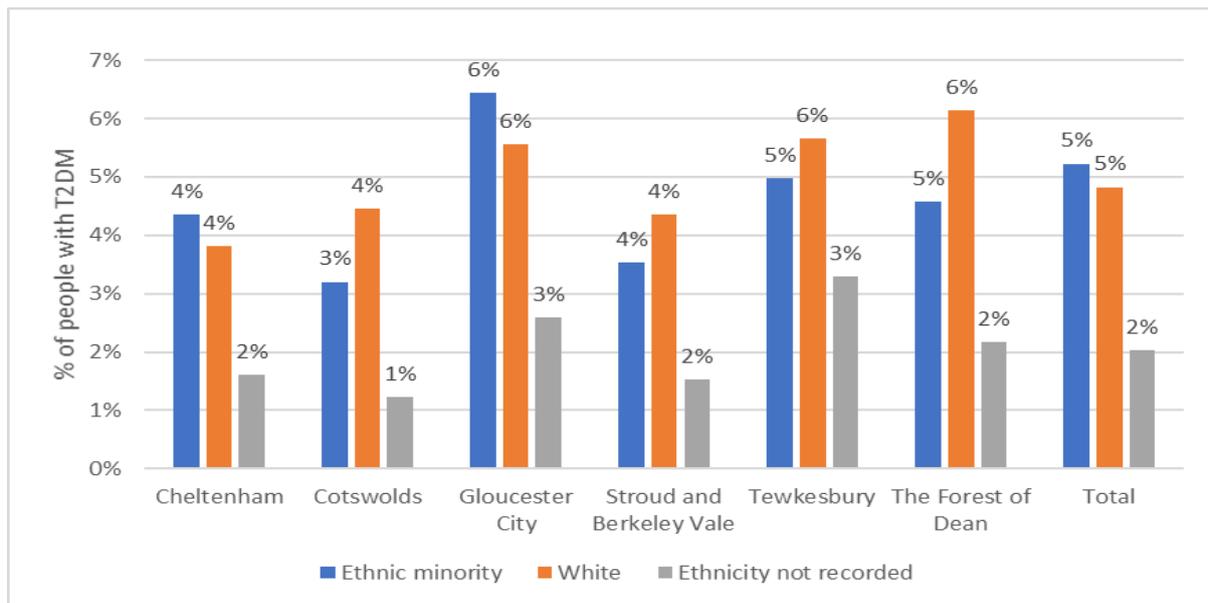
Graph 4: Age - Type 2 Diabetes split by ethnicity (Gloucester only)
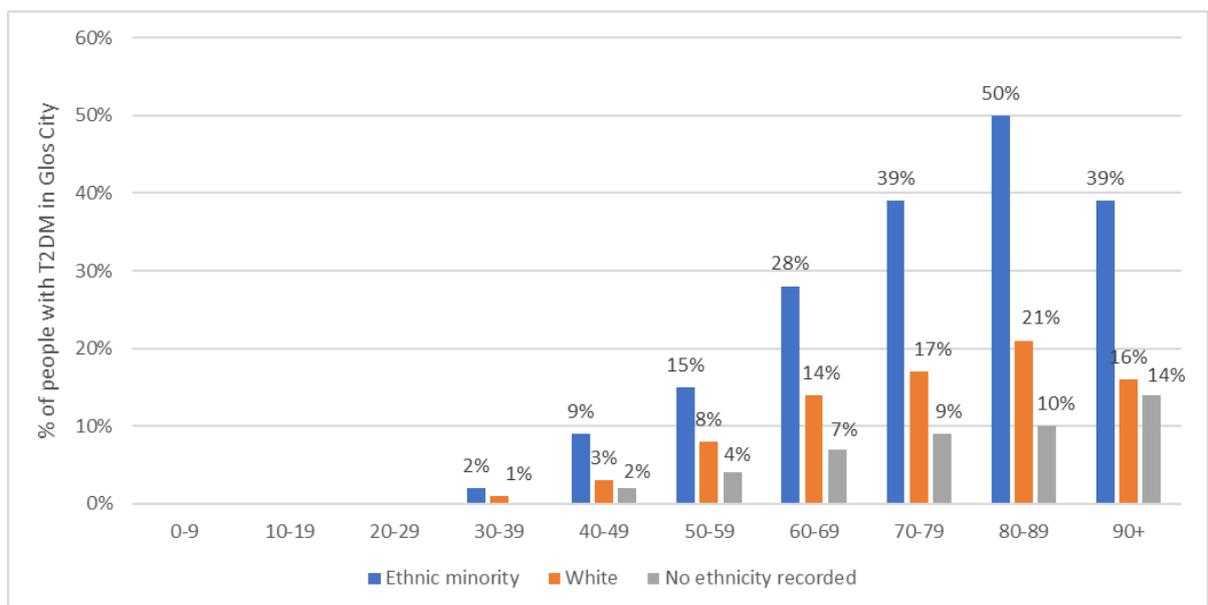
Graph 4 shows the number of people with a diagnosis of type 2 diabetes in the city of Gloucester. It shows a significant discrepancy between people from racially minoritized or white backgrounds which increases with age. It shows that from age 60 onwards, 12 percent of people with a type 2 diabetes diagnosis 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.
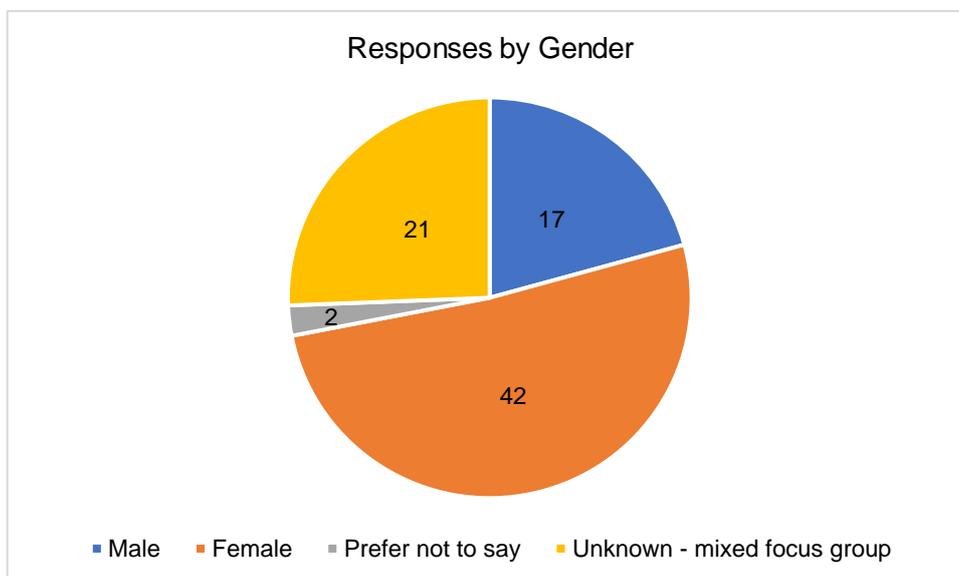
While strategic engagement was attempted throughout different racially minoritized communities, uptake was predominantly amongst participants from an Asian or Asian British background (including Indian, Pakistani, Bangladesh, Chinese and other Asian backgrounds). The chart below breaks down responses 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:

<u>Inadequate service provision, wait times and NHS issues</u>

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.

<u>Racism and discrimination</u>

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.

<u>Language barriers and lack of access to interpreters</u>

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.

<u>Patients feeling they are not being taken seriously</u>

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.

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
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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.

- 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,

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[14] Gloucestershire School Improvement Strategy

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.