



**Brighton & Hove
City Council**

Working Towards An Equal City

**Brighton & Hove City Council's
Equalities & Inclusion Policy
2008-2011**

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WORKING TOWARDS AN EQUAL CITY

Brighton & Hove City Council's Equalities & Inclusion Policy 2008 – 2011

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1. Introduction

Our city is truly a place of unique character, culture and, perhaps most importantly, identity. We live here because we love it and because we value the things that make it unique and recognised internationally as one of the country's most distinct cities.

I believe the city is made up of a number of equally fascinating and unique stories about people. One of these stories is about striving to reach one's full potential, another is about striving to be recognised as equal as well as different, while the third is about seeking new opportunities. These individual stories are visible in the make up of our city and are played out constantly around those of us lucky enough to live here.

I believe that one of the most important things we can do in local government is to work to create a place that allows all of those individual stories to be realised. My vision for the city is to ensure we live in a place where people feel equal, valued and supported in realising their aspirations. As guardians of welfare and regulation, local government must be champions of equality and inclusion, set an example to follow and act as a leader within the community.

That is why this Equality and Inclusion Policy is so important. It explains what we mean by equality and inclusion, but much more importantly, it tells people what we are doing about it and how. It is the place where policies become actions and where commitments become reality. Rightly, it is an ambitious programme and it will make our jobs in local government more challenging, but it is also the reason why many of us work for the city and they are goals that all of us share.

I am proud to give the Equality and Inclusion Policy my full support and thank all of you for your work to date and for your continued commitment to putting equality and inclusion at the heart of our city.

Councillor Mary Mears
Leader of the Council

2. The purpose of this policy

- 2.1. "Working Towards an Equal City" is the council's over-arching strategy and programme of action to guide our approaches to equality, diversity and inclusion. This is the second policy (the last policy – *The Inclusive Council* – covered 2004-2007) and it builds upon the city's shared experiences and lessons learnt in the past four years. The policy describes our achievements and our plans going forward for the period between 2008 and 2011.
- 2.2. Over the past four years both national and local priorities relating to equalities have changed and this policy is the council's response to some of these changes. Specifically, it provides a robust and practical plan of how we will work, both independently and with our partners, towards achieving our goals for improving the lives of the city's residents through reducing the inequality that can be experienced by some of our vulnerable communities.
- 2.3 This policy links with a number of other council strategic policies including :
- Local Area Agreement 2008-2011
 - Sustainable Communities Strategy
 - Local Development Framework
 - Neighbourhood Renewal Strategy 2002-2010
 - Children & Young People's Plan 2006-2009
 - Brighton & Hove City Employment & Skills Plan 2007-2011
 - Housing Strategy 2008-2013

3. Understanding equality and inclusion

3.1. What do we mean by equality and inclusion? In his introductory speech at the launch of the Equality & Human Rights Commission (EHRC) the new chairman, Trevor Phillips, described equality as being based on fairness and freedom.

“Whether or not we are equal can be measured firstly, by whether we have what we need to lead a successful, flourishing life and secondly, by our ability to be authentically ourselves – true to ourselves – regardless of how we may differ from others.”

3.2. For the purposes of this document we shall adopt this definition, which by covers all human rights freedoms and so broadens equalities work to pick up wider issues of inclusion. A description of what we understand our duties to be under this definition can be found in the EHRC's 10 Dimensions of Equality, namely¹ the right to:

- **Longevity** including avoiding premature mortality
- **Physical Security** including freedom from violence and physical and sexual abuse
- **Health** including both well-being and access to high quality healthcare
- **Education** including both being able to be creative, to acquire skills and qualifications and having access to training and life long learning
- **Standard of living** including being able to live with independence and security; and covering nutrition, clothing, housing, warmth, utilities, social services and transport
- **Productive and valued activities** such as access to employment, a positive experience in the workplace, work/life balance, and being able to care for others
- **Individual, family and social life** including self-development, having independence and equality in relationships and marriage
- **Participation, influence and voice** including participation in decision-making and democratic life
- **Identity, expression and self respect** including freedom of belief and religion
- **Legal security** including equality and non-discrimination before the law and equal treatment within the criminal justice system

3.3. Key groups affected by our duties can be found below:

Priority Equality Strands	Social Inclusion Key Groups
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¹ *Fairness and Freedom: The Final Report of the Equalities Review*. EHRC 2007.

<ul style="list-style-type: none"> • Gender (including Transgender) • Age • Disability • Ethnicity • Religion & Belief • Sexual Orientation 	<ul style="list-style-type: none"> • Homeless people • Unemployed people • People employed on a part-time, temporary or casual basis • Lone parents • People with caring responsibilities • People with mental health needs • People with substance misuse issues • People with HIV • Refugees & Asylum seekers • Ex – offenders & people with unrelated convictions • People experiencing Domestic Violence
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4. Understanding our community

- 4.1. During 2007 the council undertook the Reducing Inequality Review to help us understand more about the people within the city, the inequality they experience and the underlying reasons for these inequalities. The research which was undertaken by Oxford Consultants for Social Inclusion (OCSI) and EDuce Ltd has provided us with very detailed information on the city, its communities and its area-by-area characteristics.
- 4.2. The research told us that, on the most recent information, over a quarter of a million people are living in Brighton and Hove (255,000)². When compared with the average across the South East the city has a relatively large working age population and slightly below average levels of both children and older people.
- 4.3. The city has experienced population growth of around 5% in the ten years between 1996 and 2005. This is faster than the average seen across the South East (4.5%) and England as a whole (4%) over the same period. Population growth is mainly driven by increases in the 35-44 year old age groups and a decline in those over 65.
- 4.4. The most recent information we have about the ethnic make up of the city is from the 2001 census which estimated that there were just over 14,200 people from non-white, Black or minority ethnic (BME) groups across Brighton and Hove, or 5.7% of the population. While this is slightly above the regional average (4.9%) it is well below the average for England (9.1%). Indians are the largest single BME group (2,100) followed by Black Africans (1,400), Chinese (1,300) and Bangladeshis (975).
- 4.5. However, the population profile of the city is changing:
 - 15% of the city's residents were born outside England - well above national levels
 - BME groups were estimated to have increased in size by 35% over the period 2001 to 2004 (against a national increase of 13%)
 - 20% of all new births in 2005 were to mothers born outside the UK
- 4.6. The city ranks in the top 10 local authorities across England in terms of the numbers of migrant workers with 5,000 national insurance number registrations from overseas workers in 2005 alone (20% of this group were from Poland).
- 4.7. Other significant groups across the city include:
 - An estimated 35,000 people from LGBT (Lesbian, Gay, Bisexual & Transgender) groups and 2,600 same sex households
 - More than 20,000 full-time students

² ONS mid-year estimates, 2005.

- More than 13,000 children living in lone parent households, mainly headed by women
- Nearly 900 registered homeless households - one of the largest in the country

- 4.8. The city also contains some of the most deprived areas across the country. On the standard Index of Multiple Deprivation 2004 (IMD 2004), the city is the second most deprived district in the South East, after Hastings.
- 4.9. Although unemployment claimant rates have dropped significantly from historic highs in the 1990s, more than 17,500 people across the city continue to receive workless benefits. Unemployment levels are as much as 50% higher among BME groups. More than half of working age people who claim benefits do so as a result of incapacity and over half of these (6,700) people have mental health problems. This is the highest number of mental health claimants in any local authority area in the South East and one area of the city (within Queens Park ward) contains the highest levels of mental health issues across England.
- 4.10. 18.2% of the working age population are disabled and 31% of the households in the city contain someone with a long-term limiting illness. Disabled children are at a greater risk of living in poverty with 35% of non-working lone parents having a disabled child. Disabled people also have a higher risk of experiencing hate crime.
- 4.11. A key finding of the research is the large number of people experiencing multiple disadvantage. Nearly 1,500 households are identified as experiencing a combination of employment, education, health or housing inequality. Approximately 11,000 children (23%) across Brighton and Hove live in households where all the adults present in the household are out of work. This is well above regional (15%) and national (20%) averages.
- 4.12. The city has a large LGBT community. In 2007 a survey of 819 people from the city's LGBT community was conducted by the University of Brighton in partnership with Spectrum³. The research also included in-depth work with 20 focus groups. Findings indicated that within the city's LGBT community:
- 74% thought the city was a good place to live
 - 90% had attended Brighton's Pride festival
 - 39% live with their same-sex partners
 - 21% had been homeless at some time
 - 28% of parents said their children were bullied
 - 73% had experienced some form of LGBT hate crime
 - 23% had serious thoughts of suicide within the past 5 years and of these, 26% had attempted suicide
 - 33% were uncomfortable with using mainstream services
- 4.12 The most detailed information we have on religion and belief comes from the 2001 census. This showed that over a quarter of the population of the

³ *Count me in too*, Spectrum, 2007.

city stated that they had no religion, the second highest percentage of any authority in England and Wales. Nearly three fifths (59%) of the population stated that they were Christian, significantly lower than the South East average of 72.7% and 1.36% of the population was Jewish, slightly higher than average. The city has a smaller than average Muslim population at around 1.47% and the highest Buddhist population in the South East (0.7%).

- 4.13 In summary, our community is diverse with a relatively small number of people from BME communities and a relatively large LGBT community. There is a significant, and increasing, amount of deprivation in the city and a very significant number of people in this category are experiencing more than one form of disadvantage. To respond to these challenges our policies need to be wide ranging, addressing issues of inclusion as well as all types of discrimination and need to be submitted to regular review, to ensure we stay abreast with the rapidly changing profile of the city.

5. Partnerships and community engagement

- 5.1. The key to delivering a wide range of services that meet the needs of some of the most vulnerable groups in our community is to understand that we cannot do this in isolation. We recognise that others understand parts of the community better than we do and are better equipped to reach some of our smaller or more isolated groups and individuals. The way we respond to this challenge is to provide information, consult on the services we develop, engage with the communities they are designed to serve and deliver them in partnership with people who are best placed to provide them.
- 5.2. Some of the partnerships that operate across the city include:
- 2020 Community Partnership (or Local Strategic Partnership, or LSP)
 - Public Service Board
 - Children & Young People's Trust
 - Sussex Improvement Partnership
 - Crime & Disorder Reduction Partnership
- 5.3. We have learned that effective partnership working can lead to better decision-making and more effective and accessible services. We are therefore signatories to the Brighton & Hove Compact with the community and voluntary sector and other statutory agencies. This provides an overarching framework for all of our partnership working arrangements. The Compact's aims and objectives are:
- Improve communication, common understanding, collaboration, trust and respect between the community and voluntary sector and the statutory sector.
 - Set a framework for effective consultation, representation and partnership working including agreeing definitions, shared values and joint and distinct undertakings.
 - Set out the principles for developing working relationships between the community and voluntary sector and the statutory sector.
- 5.4. Work on a new Community Engagement Framework for the city is underway. This would provide a more co-ordinated, strategic approach to the planning and delivery of community engagement in the city. It will provide a coherent menu of opportunities for citizens to engage with services and will highlight services where further work is required. The framework will be owned by the Local Strategic Partnership and its family of partnerships and will cover the following methods of engagement:
- Information – one-way communication, telling the public
 - Consultation - two-way communication with clear boundaries
 - Deciding together – the public as active partners who can influence outcomes
 - Acting together/supporting independence – joint participation, agreement and implementation

City Inclusion Partnership

- 5.5 The Council is working with partners in the city to develop new arrangements to oversee and lead the strategic direction of equalities and diversity work across the city. This will take the form of a new City Inclusion Partnership that will sit within the Local Strategic Partnership and provide the basis for partnership work between the city council and our statutory and community/voluntary sector partners. This Partnership will work actively with communities of interest and community/voluntary groups across the city and will provide a mechanism to hold the statutory sector to account in relation to equalities work.

6. The council as a community leader

Achievements & Outcomes

- 6.1. We are learning, through our consultations and research that the issues that drive inequality are extremely complex. Sometimes they derive from economic and educational factors, and/or they may be linked to a person's ethnicity, religion/belief or sexual orientation. What is clear is that community cohesion lies at the heart of what makes a safe and strong community and is therefore a vital part of the work of the council. Our duties include providing community leadership and positively promoting equality and community cohesion. This section explains our approach to community leadership, outlines some of the work we have done and points to some of our priorities going forward.
- 6.2. As stated earlier, the way in which the council promotes community cohesion and its role as a community leader is through the Local Strategic Partnership (LSP). The main work of the LSP is detailed in the 2020 Community Partnership (2020 CP). It continues to oversee the development and implementation of a refreshed Sustainable Community Strategy as well as to set out our future priorities and actions.
- 6.3. The Public Service Board sits alongside the LSP and is the main forum for the council and its partners to work together on joint and national priorities. It has members from the Primary Care Trust, Brighton & Sussex University Hospitals, the Police and business leaders, and is convened regularly to oversee delivery of the Local Area Agreement (LAA). It hears reports on progress against priorities regularly through the Public Service Board which is chaired by the Leader of the Council. Additional reporting has been done through the Equalities Forum as events and initiatives are progressed.
- 6.4. The priority themes for the LAA are:
 - Promoting enterprise and learning
 - Reducing crime and improving safety
 - Improving health and well-being
 - Strengthening communities and involving people
 - Improving housing affordability
 - Promoting resource efficiency and enhancing the environment
 - Promoting sustainable transport
 - Providing quality service
- 6.5. Examples of areas where we would expect to see measurable improvement against these priority themes include work opportunities for people over 50, reduced overall levels of economic disadvantage, reduced anti-social behaviour and improved services for older people. LAA targets are measured and monitored regularly and reported to senior managers and members quarterly.

- 6.6. As the leading provider of services in the community, the council is engaged in an extensive range of initiatives targeted at those areas where support is needed to drive improvement or where our most vulnerable people are concentrated. We are recognised as a beacon for our partnership work and have seen some real improvements in recent years, particularly for promoting economic development, community safety and other quality of life improvements across the city.
- 6.7. Another area where the community would see the work of the council positively impacting on the local area is through the many grant funded schemes we administer in partnership with the community and voluntary sectors. For example, in the four years between 2004 and 2007, the council has overseen almost £700k of grants funding to promote employment in the city. In addition, significant funding is supplied through schemes where the community and voluntary sectors are supported by the council in delivering services themselves.
- 6.8. The past year has seen a number of successful communities of interest events delivered either by, or with the support of, the council to support community cohesion and raise awareness of the issues faced by particular groups. We will be providing a grant to support such events every year including Holocaust Memorial Day, LGBT History Month, International Day of Disabled Persons and Black History Month. In addition, the council continues to actively support the city's internationally renowned LGBT Pride event which continues to grow year on year.
- 6.9. However, we have learned through our recent research and consultations that tackling disadvantage remains extremely challenging and many of our initiatives are not adequately reaching people in the most deprived parts of our community, or those in our most vulnerable groups.

Future Plans

- 6.10. Going forward we will need to reflect on the complex messages coming from the Reducing Inequality Review, and what it is telling us about the impact our interventions and services are having on the lives of the most disadvantaged people in the city. We will use this information to develop evidence based plans which will better meet the needs of those experiencing multiple deprivation. We continue to promote inclusion and cohesion and tackle inequality across the city through the work of the LAA and our service plans.
- The key areas for further work suggested by the Reducing Inequality Review are:
- Worklessness
 - High levels of mental health issues in the city
 - Gaps in the data for some groups in the city
 - Tackling multiple disadvantage and discrimination across the city.
- 6.11 The development of the new City Inclusion Partnership and the Community Engagement Framework within the Local Strategic Partnership will strengthen the partnership leadership of equalities and inclusion work and

provide both greater clarity and increased opportunities for the engagement of all people within the city.

7. Inclusive and accessible services

Achievements & Outcomes

- 7.1. Our most recent Audit Commission inspections tell us that we continue to provide good services that meet the needs of most of the community. Equality Impact Assessments are undertaken for all new policies and all service areas are on a rolling 3-year timetable for assessment. These Equality Impact Assessments ensure that we tackle our responsibilities under race, gender, disability, sexual orientation, age and religion/belief legislation.
- 7.2. We have embedded equality objectives for each of our teams into our business planning processes. For example, our Children's and Young People's Strategy states that its key priority is to provide a service where all children and young people are:
 - valued equally
 - treated with respect
 - given equal opportunities, and
 - celebrated for their diversity
- 7.3. We also promote equality through our purchasing and procurement processes. This ensures we apply processes that are fair and transparent while promoting equality of opportunity and value for money. Specifically, we do this through:
 - Our procurement function and policy/strategy – how we meet the duties to promote equality in procuring goods, works, and services: and
 - Contracts for the provision of goods, works and services – how we meet the duties to promote equality in planning, tendering and awarding particular contracts
- 7.4. More detail on our procurement duties, including actions to meet the Equality Standard, can be found in the Corporate Procurement Strategy. This sets out our commitment for delivering services that are effective, appropriate and fair and that do not discriminate. The council's corporate procurement team oversees this function and is responsible for ensuring all contractors meet equality targets.
- 7.5. We monitor the impact of these processes and the quality of our services through our user surveys, consultations, complaints procedures and review regularly. For example, as part of its review of City Parks, City Services conducted an initial EIA scoping exercise of its current service delivery and has now planned a full Equality Impact Assessment of its current service delivery and continues to report findings and progress to its departmental equalities group.
- 7.6. We have improved access to our services. Physical access for disabled people, including staff, was reviewed through a Disability Discrimination Act audit of our buildings. This work is ongoing and in the areas where we have

already improved access it has allowed us to be more flexible in meeting the needs of different communities.

- 7.7. Our Culture service undertook targeted marketing to minority groups and extended audio facilities, audited venue accessibility and reviewed the equalities resources available within our libraries stock. We utilise ICT and the internet to increase access to services for disabled people and we continue to monitor access to all of our cultural services on equalities indicators.

Future Plans

- 7.8. All departments have set out their commitment for improving services going forward in their individual departmental plans and these include actions to increase equality and inclusion. We have set out an Equality Impact Assessment timetable for the council's 3-year programme of policy and service impact assessments. Any other new policies or changes to services will be included into the timetable as appropriate.
- 7.9 The City Council is committed to improving its performance against the Equalities Standard for local government which ensures a comprehensive and systematic approach to equalities work. The Standard has five levels of development to ensure that local authorities have a comprehensive and systematic approach to dealing with equalities enabling the setting of targets and the achievement of outcomes appropriate to local need. When an authority reaches Level 3 or Level 5 an external assessment is required.

8. The council as a model employer

Achievements & Outcomes

- 8.1. We approach our role as an employer in three ways:
 - By ensuring we attract and retain excellent staff by setting standards of excellence in our employment practices
 - As model of good practice in the way we manage diversity, and
 - In our capacity as the largest employer in the City and contributor to the local economy
- 8.2. Much has been achieved over the three year period of the first Inclusive Council Policy. To help promote a better work-life balance the council has introduced flexible working and childcare policies. We have reviewed our bullying and harassment policies to better represent the interests of women and minority groups. The corporate induction process for the council's new starters promotes information sharing and networking and ensures a baseline of equalities knowledge.
- 8.3. We promote the importance of equality across the organisation through our champions and by recognising and supporting/encouraging good practice through the Equalities Steering Group and the HR Equalities Group.
- 8.4. During 2006 we conducted drama-based diversity awareness training with 255 senior managers from across the council. These were live drama workshops with professional actors to get managers thinking and talking about how they promote equality and diversity in their work and with their teams. The work has now been mainstreamed into learning and development provision with a leadership programme that promotes effective diversity management and a diversity mentoring programme targeted at disabled and BME staff as they are under-represented across the organisation. We also support the LGBT staff forum with their LGBT mentoring programme.
- 8.5. We are conducting an equal pay audit to examine to what extent our pay structure may discriminate against key diversity groups. This will inform our new pay structure and the development of an equal pay policy for the council.
- 8.6. We have increased our visibility on recruitment this year by developing and using the 'Diverse City' logo on our advertisements. We have also attended several high profile recruitment events locally and nationally to promote Brighton as an inclusive employer. There have also been a number of service-led initiatives to increase the representation of BME staff within the council. For example, the Planning team successfully used the national PATH scheme to use 'positive action' to provide an opportunity for the professional training of BME staff. at senior manager level.
- 8.7. The impact of our policies is overseen by the Equalities Steering Group, made up of representatives from all departments and monitored through

feedback from staff via regular staff surveys, trade union consultations and exit interviews, including equality checks. We monitor our success in relation to other aspects of employment including directional changes in the patterns of recruitment, retention and employment of Black and minority ethnic (BME), Lesbian, Gay, Bisexual and Transgender (LGBT), disabled and women staff.

Future Plans

- 8.8. Our workforce monitoring tells us that the council has much to do to respond to challenges of becoming a truly inclusive employer. While we exceeded our target for women in the top 5% of earners (52% in 07/08), we still face a significant challenge in the representation of BME staff among the same group (1.6% against a target of 3% in 07/08). This year, for the first time, the council exceeded its target for the employment of disabled people by achieving (3.3% against a target of 3% of overall staff). The number of disabled people among the top 5% earners was 4.15%, exceeding our target of 2%.
- 8.9. We shall continue to target under-represented groups in the workforce and will be looking at the implications of this for the way we recruit and select, going forward. As active members of the Brighton and Hove LEADER (Local Employers Acting on Diversity Equality and Race) group we will share good practice and learn from employers across all sectors of the city.
- 8.10. We also monitor workforce make-up by religion/belief, sexual orientation and age. At this stage it is difficult to draw any useful conclusions from the religion/belief data but the sexual orientation data shows very a good representation of LGBT staff among our employees. However, we do have some challenges around improving representation of younger and older people in the workforce.
- 8.11. In coming months the Human Resource (HR) Division will be producing a 'Diversity in Employment Strategy'. The Strategy will set out our vision and a framework for delivering diversity in employment, going ahead. Key areas addressed within the strategy will include:
- Dignity at Work
 - Employee and leadership development
 - Targeted schemes for under-represented groups
 - Departmental targets and measures
 - Mentoring and coaching to support and develop our talented employees
 - Improvement on all HR corporate health indicators relating to equalities

9. How we apply this policy

How we will use this policy

- 9.1. The Equality and Inclusion Policy is a statement of commitment against which the council can be held accountable by our employees, residents, service users and communities of interest. It provides guidance for our officers, partners and contractors and underlines our responsibilities and duties and how we intend to meet them. While it is not an exhaustive list of all the things we are doing to promote and deliver equality and inclusion in our services and across the City, it sets out some of our priorities and, most importantly, our commitment going forward.
- 9.2. We will apply the policy by ensuring consistency with other leading strategic planning documents and through the alignment of our performance measures to ensure positive equalities and inclusion outcomes across all our service areas. We will measure the impact of the Equality and Inclusion Policy and related policies through a recurrent cycle of Equality Impact Assessments and regular performance reporting.
- 9.3. We will publicise and promote the policy both within the council and with our partners and community to spread good practice and greater understanding of our work and commitment to improvement.

Monitoring & Reviewing Progress

- 9.4. The council has set clear targets and measures for monitoring and measuring all aspects of its performance and regularly reports progress against these. We will continue to refine these measures through the LAA and take the opportunity to develop local measures that reflect needs and aspirations of the City.
- 9.5. In addition to regular performance monitoring we will report on our progress to our statutory partners through the Local Strategic Partnership, to our communities of interest through the City Inclusion Partnership and to the wider community through our Corporate Plan and Community Strategy. We will regularly engage with our residents and service users through providing timely and appropriate information, seeking views and opinions, using targeted and annual surveys and the Citizen's Panel, discussing options and progress and enabling independent community activities and events.

Equalities Accountability Structure



