

West Berkshire Council

Equity, Diversity and Inclusion Framework

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Context

West Berkshire Council (the Council) has commissioned The Equal Group (TEG) to develop an Equity, Diversity and Inclusion (EDI) framework, informed by the lived experiences of residents. This framework will express a Vision, Strategic Principles, and Objectives, with an accompanying Action Plan to support the delivery of the Council's Strategy.

To ensure this Framework is driven by the perspectives and experiences of those living and/or working in West Berkshire, The Equal Group undertook an engagement process which consisted of an EDI survey (including a separate easy read version) and a series of five focus groups conducted in November and December of 2022. Please see the Engagement Report for further details.

Under the <u>Equality Act 2010</u>, the Council is required to demonstrate due regard for equalities considerations, as set out under the <u>Public Sector Equality Duty</u> (**PSED**). This requires the Council to consider the ways in which it is able to:

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

The development of this Framework intends to support the Council in meeting its duty, which has a specific focus on the nine defined <u>protected characteristics</u>: sex, age, pregnancy and maternity, religion or belief, disability, gender reassignment, race, marriage and civil partnership, and sexual orientation. While this forms the basis of the Framework and its accompanying action plan, the Council also wishes to understand where it can *go beyond its legal duty* to eliminate sources of disadvantage that are not included within the scope of the Equality Act.

In order to gather the relevant data needed for this Framework, TEG and the Council sought to engage with those whose voices are seldom heard. In doing so, we identified a priority need to address barriers faced by:

- People living with disabilities;
- Those living rurally;
- Those from low socioeconomic backgrounds;
- Young and elderly people;
- Gypsy Roma and Traveller (GRT) communities;
- Displaced communities.

In any case, it is imperative that the Council considers the ways in which personal characteristics may intersect to produce particular and more acute needs.

Equality Impact Assessments (EqIA) should be carried out by the Council any time a new policy or process is being considered. EqIA's ensure that any potential equalities risks associated with the proposed introduction of a new policy or process are considered and actively mitigated against. We recommend that the Council goes beyond the protected characteristics and embeds a focus on all key excluded groups set out in this Framework when refreshing its approach to EqIA's¹. In addition to this, we recommend that the Council takes stock of all existing evidence that indicates inequality, and aligns itself with key recent legislative updates, such as the Armed Forces Act (2021).

Building Understanding

When making recommendations, TEG believes it is vital to acknowledge where action has been taken, with a view to build on the positive work that the Council has already started. We recognise the Council's commitment to improving its understanding of EDI, primarily through its commissioning of the EDI Needs Assessment (not conducted by TEG) and the development of this Framework. We firmly support the Council's belief that any EDI progress should be driven by data, and encourage the Council to see this Framework as a foundation to build on.

Through the engagement phase of this project, the Council and TEG were able to hear from over 500 people (across the surveys and focus groups) to gather perspectives on EDI. In conjunction with the EDI Needs Assessment, this has provided a detailed understanding of some of the key issues. However, this is only a small proportion of the local population, and should be built upon in the coming years. We understand that the Council is on a journey of continuous learning and recognises that it needs to take a more intentional approach to building a more inclusive and equitable district.

When seeking to build understanding, the Council should endeavour to engage with, learn about and foster strong relationships with all local communities – this includes the racing community, the Armed Forces and any other groups present within West Berkshire. Further to this, the Council should seek to tailor its approach to engagement

¹ N.B. There are some legally defined exceptions to the PSED, whereby the Government has identified specific situations in which implementation of the PSED may interfere with other legislation. 'Immigration' is one of the exceptions set out under Section 18 of the Act. The Council should carefully consider what this means in practice for displaced individuals in West Berkshire, and how it can balance the exercise of its duties with a need to foster inclusion in the local community. See pages 13–14 of this <u>briefing paper</u> for further information.

with each group in line with their shared experiences/circumstances. We have provided additional context on this within the Action Plan.

Vision and Strategic Principles

In February 2023, TEG held a collaborative workshop with Sam Shepherd and Pamela Voss. The purpose of this workshop was to bring together the key findings from our engagement process, reflect on how we would like to be able to describe EDI in West Berkshire one year from now, and to identify enablers and barriers to progress. Taking all of this into account, we arrived at the following Vision and Strategic Principles. We have utilised the word 'Thrive' to tie in with the sense of 'equity of opportunity'.

Vision

West Berkshire: where everyone can thrive

Strategic Principles

1. Everyone is seen and heard

- We promote visibility and inclusion for everyone
- We seek to 'level the playing field' for all
- We support and enable communities so they can thrive
- We look to empower local communities to lead change

2. Everyone is celebrated

- · We embrace all forms of diversity that exist within West Berkshire
- We acknowledge and celebrate events that promote diversity and inclusion
- We work collaboratively with our partners to build mutual understanding of our diverse communities
- We aim to become community leaders for equity and inclusion

3. Everyone has a responsibility

- We are all committed to inclusion
- We respect and empower; we do 'with' each other, not 'to'
- We welcome and recognise everyone's strengths
- We encourage everyone to speak up when change is needed and support this with appropriate policies and processes

4. Everyone is understood

- We learn from the lived experiences of others
- We value diversity in all forms
- We acknowledge that we can't remove barriers that we aren't aware of

• We are committed to recognising and addressing exclusion

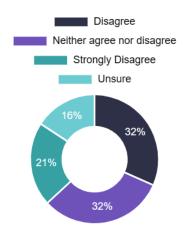
Objectives

This section of the report aims to define a clear set of objectives that the Council is seeking to achieve within the next year. These Objectives are also based on the output of our collaborative workshop. We have split the objectives to cover the community and the workplace, ensuring that the Council is able to direct change both internally and externally.

While this makes it easier to identify progress markers, it is important not to look at the objectives in isolation, and to instead consider the relationship between the two. Internal efforts to increase understanding of EDI can be a significant enabler of external progress, helping the Council and its partners to better cater to the needs of the local population. Similarly, an external focus on EDI should also help to reinforce EDI in the Council – especially where gaps in representation or knowledge have been identified.

West Berkshire is, at large, an affluent area in which people can thrive, but this overarching truth can mask pockets of disadvantage that exist within local communities. 'Equity' is about recognising the fact that not everyone starts from the same place. We have included below a high-level summary of key data, focusing on three significant disparities in the survey responses we collected. A fuller breakdown of the data is provided in the Engagement Report.

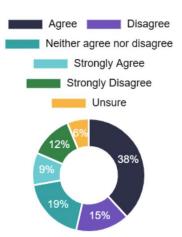
I feel West Berkshire Council's approach to community issues is inclusive, fair and considerate of a diverse range of backgrounds:



For respondents indicating their ethnicity is White, 11% said that they 'disagree' with the above statement and a further 6% 'strongly disagree'. This compares with 32% of respondents from an Ethnic Minority background who said that they 'disagree', and a further 21% who 'strongly disagree', as per Figure 1.

Figure 1: A pie chart showing survey responses from respondents of Ethnic Minority backgrounds.

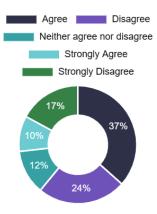
I feel that West Berkshire Council as an organisation is inclusive, fair and considerate of a diverse range of backgrounds:



For respondents without a (hidden or visible) disability, 10% 'disagree' with the above statement, and a further 3% 'strongly disagree'. This compares with 15% of respondents with a disability who said that they 'disagree', and a further 12% who 'strongly disagree', as per Figure 2.

Figure 2: A pie chart showing survey responses from respondents with disabilities.

I feel the local area is one which provides a range of services to meet the needs of people from all backgrounds and experiences:



For respondents identifying as heterosexual, 17% 'disagree' with the above statement, and a further 4% 'strongly disagree'. This compares with 24% of respondents identifying as LGBTQ+ who said that they 'disagree', and a further 17% who 'strongly disagree', as per Figure 3.

Figure 3: A pie chart showing survey responses from respondents identifying as LGBTQ+.

In addition to this, we know from the EDI Needs Assessment that:

- West Berkshire has six Lower Layer Super Output Areas (LSOAs), scoring in the 1st to 5th deciles. This means that they are amongst the 50% most deprived in the country, according to the English Indices of Deprivation 2019.
- Those living in rural households in West Berkshire are at higher risk of experiencing digital exclusion, fuel poverty and food deserts than those living in more urban areas.

• Compared with the South East (19.3%) and England overall (18%), West Berkshire has a higher proportion of children with Autism (33.5%).

The data shows us why this EDI Framework is needed – the following Objectives set out what the Council aims to achieve through this Framework.

Community Objectives	Associated Strategic Principles
There is a sense of mutual understanding around EDI in West Berkshire, including why it is important and the actions the Council is taking to advance it	1, 2, 3, 4
The Council has a comprehensive understanding of accessibility challenges, and how to overcome barriers for different groups	1, 4
Improved engagement with a wider range of community networks and groups	1, 2, 4
The Council is known for celebrating diversity in West Berkshire and residents from all backgrounds feel included	1, 2, 4

	Workplace Objectives	Associated Strategic Principles
5.	The Council has refreshed its approach to equalities and is able to demonstrate compliance with the PSED	1, 3, 4
6.	Existing policies and procedures to advance equality are reviewed and updated. Where gaps are identified these are addressed in existing policies and procedures, or by creating new ones	1, 2, 3, 4
7.	The Council has established a sense of collective responsibility for EDI progress, whereby all key stakeholders understand the purpose and benefits	3

Workplace Objectives	Associated Strategic Principles
8. An increased sense of belonging and psychological safety among all Council employees	1, 3

Action Plan

Taking the Vision, Strategic Principles and the Objectives into account, we have devised a 12-month Action Plan for the Council. This plan seeks to build on each of these areas to help the Council move from a theoretical understanding to practical implementation. Our recommendations (both internal and external) are presented using a RAG system to indicate the timescales within which we recommend West Berkshire Council should implement the suggested improvements:

Red (Short-term) - To be completed within the next 3 months;

Amber (Medium-term) - To be completed within the next 6 months;

Green (Long-term) - to be completed within the next 12 months.

In developing this Action Plan, we have produced a set of recommendations that take into account the limited resources available in the Council. While we recommend that the Council pursues an ambitious approach to become community leaders for inclusion in the future, it is important that the actions set out in this 12 month plan focus on enabling the Council to meet the PSED.

The colour coding system is not used to indicate level of importance – all activities set out in this Action Plan should be considered priority areas of focus for the next year. The actions are colour coded to reflect the fact that some of the actions can be taken more quickly than others. There are a number of actions which TEG can support the Council to achieve, denoted by an asterisk (*), and others that we believe the Council should lead.

We have left the 'Suggested Responsibility' column blank to provide the Council with the opportunity to agree the most appropriate department for each action to sit with. We strongly recommend that this forms part of the stakeholder testing and decision–making process as a key way of building accountability for the Action Plan's success.

Focus	Recommendation	Justification	Associated Objectives	Suggested Responsibility	Timeframe
External [1]	Identify (and build an approach to engage with) local underrepresented community groups / networks	Several respondents indicated to us that the Council's community engagement has been limited and narrow in approach thus far. There was a general sentiment that the Council has not made the most of the opportunity to build relationships with the wide variety of community networks in the local population. We recommend that the Council particularly considers how best to engage with the following groups: • LGBT+ Communities • GRT communities • Disability networks • Young mums • Carers • Armed Forces and Veterans	2, 3, 4		Identification of groups / networks within 3 months Engagement strategy built and commenced within 6 months
External [2]	Establish an external EDI comms strategy	An EDI communications strategy aims to simplify the approach to sharing EDI updates and plans with stakeholders (in this case, residents and partners). This will help to ensure that the Council has a consistent and joined-up approach to its external messaging. Regular communications should aid the Council in: conveying the importance of EDI, raising	1, 3		Within 12 months

		awareness of future plans, and empowering local communities to drive positive change. The types of information the Council wishes to share is to be agreed internally, but it may be helpful to consider: • Events that the Council is celebrating; • Actions the Council has taken or plans to take to embed EDI in its wider strategy; • The positive work of ERGs within the Council; • EDI statements from the Executive Team; • Learnings from EDI training; • Updates to processes that will help to make West Berkshire a more inclusive place to live and work. It is imperative to ensure that an inclusive approach to external communications is at the heart of any agreed strategy (particularly ensuring that the method of communication does not create or exacerbate digital exclusion, and considers accessibility). Conducting a light-touch EqIA here may help the Council to mitigate against any equalities risks for particular groups.		
External [3]	Seek to understand the barriers to standing for local election for underrepresented groups	The Council should seek to be representative of the local population it serves. Where particular groups appear to be standing in low numbers, we advise that the Council explores the barriers (and interventions required to overcome them) through continuous engagement. It can also help to consider if there is overrepresentation from particular demographics in order to consider a) do those groups have access to additional resources and what can be done to redress the balance; b) what is positive about their experience and	3	Within 12 months

		whether this be retained / replicated; c) how can those from demographics that are well represented or overrepresented be engaged to mitigate this by representing others? This process should result in an increased awareness of the lived experiences of marginalised communities, and feeds into the 'Everyone is understood' Strategic Principle.		
External [4]	Review commissioned services (such as Educafe) to understand what worked and how to replicate the success/expand the service	constraints. This highlights the need to strategically evaluate		Ongoing
External [5]	Consider the feasibility of fortnightly 'community transport' days whereby those living rurally are provided with free travel into the main social hubs	live in rural areas and small settlements in West Berkshire. Inadequate and expensive transportation was repeatedly mentioned as a barrier for rural residents. Recognising that	2	Within 6 months

		We recommend this is done for a period of 3 months initially to see whether the activity has achieved its desired aim of rural integration and community building. Failing this, the Council should seek to explore additional barriers. While ideally both Action 4 and 5 would be implemented, Action 5 is of increased importance in the absence of Action		
External / Internal [6]	Sign up to the <u>Disability</u> <u>Confident Scheme</u>	4.	2, 3, 4	Within 3 months
External / Internal [7]	Identify an <u>EDI calendar</u> to roll out across the Council	An EDI Calendar sets out awareness days, months and events for the year. We recommend that the Council adopts the use of an existing calendar and shares this internally to raise awareness and promote education. Externally, we recommend that the Council shares community posts about the events contained in the Calendar to promote community inclusion.	4, 8	Within 3 months
External / Internal [8]	Review the Council's approach to EqIAs and identify areas for improvement*	EqIA's help to ensure that all new policies and procedures are designed with inclusion at their core and that any potential adverse effects can be accounted for and mitigated. Whilst the Council is not legally obligated under the PSED to conduct EqIA's, they can help to demonstrate compliance. We strongly recommend that a consistent and holistic structure around conducting these is agreed within the	1, 5, 6	Within 3 months

		Council, ensuring all stakeholders responsible for conducting them are informed of the why, the how and the when. Based on the findings of TEG's engagement process, the EDI Needs Assessment, and other recent legislative changes, the Council should consider adding in additional groups to the EqIA process.		
External / Internal [9]	Build a guidance document for community officers to work more collaboratively when engaging in rural outreach activities	Community Sector partners) have already made positive strides to engage with various rural communities, presenting		Within 6 months
Internal [10]	Develop a specific 'Reasonable Adjustments' policy*	Whilst the Council has a Reasonable Adjustments Flow Chart to provide guidance on access to funding, not all staff who could benefit from reasonable adjustments may be aware that they are entitled to them. Creating a policy will help to ensure that all staff who require adjustments due to a disability are informed about what the process is and what support they are entitled to. Furthermore, a policy will provide assurance to staff that, even if they do not want/need adjustments due to a disability at present, they will be able to access them in the future	6, 8	Within 3 months

		should this change over time. It is crucial that the Council is aware that insufficient understanding and/or application of this process could result in a type of disability discrimination under the Equality Act 2010. In an effort to increase awareness, the Council may wish to first engage in training to better understand reasonable adjustment processes.		
Internal [11]	Develop a training programme to promote EDI awareness*	Throughout our engagement process, we identified an acute need to improve understanding of particular characteristics, including but not limited to: • Neurodiversity (Neurodiversity can, in many circumstances, fall within the definition of disability under The Equality Act); • Disability; and, • GRT communities.	7, 8	Senior Leadership and Directorate Leads within 3 months
		We recommend that this training is first conducted with senior leaders to ensure those directing and delivering on the key aspects of the Council Strategy are equipped with the knowledge, skills and encouragement to embody EDI in their day-to-day responsibilities. We also recommend that EDI training is followed up with a reflection session for attendees to discuss what they have learned, how it can positively impact the Council's priorities and also how the learnings can be further disseminated throughout the workforce.		Expansion of the EDI Awareness training to managers within 6 months

Internal [12]	Establish an approach to engaging with Employee Resource Groups (ERG)*	ERGs bring lived experience and, when supported, can help to foster a sense of collective responsibility, as per Strategic Principle 3. We understand that there are a number of ERGs already set up at the Council, but that there is not a structured approach to engaging with them. We suggest that Executive Directors or other relevant senior leaders within the Council convene to agree an approach to this. The Council should seek to establish OKR's with each ERG, understand how frequently they gather (and whether this is in their lunch breaks or in paid time), and what level of engagement they would like with senior leaders. Once the above has been established, we recommend that an Executive Sponsor is agreed for each ERG, and that this individual will be responsible for attending meetings (frequency as per the group's desire) and taking suggestions/recommendations to other senior leaders where budget can be discussed and agreed to support initiatives.		Within 6 months
Internal [13]	Establish an internal EDI Communications strategy*	Much like an external EDI Communications strategy, an internal strategy is about building a sense of collective responsibility and ensuring clarity around EDI plans. For an internal strategy, greater focus should be placed on establishing accountability metrics, such as who will own the action and when progress is expected to be achieved. The Executive Teammay find it helpful to use this Action Plan as a base to develop a communications strategy, agreeing		Within 6 months

		who will share updates, how frequently updates will be shared and the supporting narrative that will sit alongside progress updates. We recommend that communications convey both the successes and also where improvements still need to be made – this is a key aspect of becoming more visible and transparent about the work the Council is doing.		
Internal [14]	Conduct a policy and procedure review*	EDI (and all other people-related policies and procedures) should ideally be reviewed every 1–2 years to ensure they are up to date, fit for purpose and in line with best practice. An EDI-focused review aims to address any words, phrases, tonality or format that could (indirectly or directly) discriminate against particular individuals/groups. We would recommend that grievance and disciplinary policies and processes that underpin the Council's approach to discrimination, harassment and victimisation are subject to review with an EDI lens. As per Action 13, the Council should share any updates to policies and/or procedures with staff as part of any agreed communications strategy.	5, 6	Within 12 months

Monitoring Progress

The PSED requires the Council to set and publish equity/equality objectives every four years. Every four years, the Council should arrive at a point in which it has a clear understanding of progress that has been made against its previous objectives, where further work is still needed and, where relevant, if there are emerging needs for different groups not previously considered. This requires the Council to be intentional and committed to fairness and equity on a consistent basis, embedding it at the heart of its duties.

As a way of bridging this gap, we recommend that the Council reviews the agreed Action Plan after a 12 month period to measure progress. The outcome of the review should form the basis of the following year's Action Plan. To maintain a high standard of accountability, it is important that, if actions are rolled over, the Council carefully considers and makes note of why particular actions were not met and what needs to be done differently the following year to achieve progress. In order to build trust among the workforce and local population, we highly recommend that the Council shares the findings of its review and outlines its next steps.

There are several other ways to monitor progress – below we have included a high level overview of three methods we have found to be particularly effective when conducting similar work. We have presented these not as prescriptive recommendations of what the Council *should* do, but to highlight a number of options it has available to it when seeking to monitor progress.

Objectives and Key Results (OKR)

The Council may find it helpful to view the Action Plan through an OKR lens. The Objectives (in this case, the Action Plan's Recommendations) are simply what the Council wants to achieve, and the Key Results are how the Council will get there. If adopting this approach, the Council may wish to develop an OKR table to sit alongside the Action Plan. We suggest that a maximum of 3 Key Results are devised for each Objective to ensure it is realistic and achievable within one year.

We have previously helped the Greater London Authority to develop OKR's following a review; we focused on breaking down recommendations into small tasks, defining what success looks like for each Objective, establishing prerequisites or resources needed to achieve them, as well as identifying risks and solutions. We would be happy to discuss this with West Berkshire Council once the Action Plan has been agreed by all relevant stakeholders.

Maturity Model

A Maturity Model is a tool used by organisations to assess what 'stage' of their EDI journey they are at. It typically comprises of 3–5 phases, and for Council's this will usually range from a position characterised by significant regulatory risks to being viewed as an innovative leader for inclusion. TEG has previously developed Maturity Models for other Councils, which look at a range of key indicators such as workforce representation, organisational culture, decision making and service delivery. This can be particularly useful for Council's that are at significant risk of non-compliance with equalities legislation, providing a detailed understanding of how to meet requirements and then move beyond this to create a more impactful approach to EDI.

LGA: Equality Framework for Local Government (EFLG) 2021

The Local Government Association (LGA) produced the <u>EFLG</u> to help Council's deliver inclusive services, be representative of their local population, ensure equity of opportunity for their staff and meet/exceed PSED requirements. The EFLG takes into account the fact that different Council's are at different stages and looks at four 'modules' – all of which are pertinent to West Berkshire Council's aims and desired outcomes.

The modules outlined within the Framework are:

- Understanding and working with your communities;
- Leadership, partnership and organisational commitment;
- Responsive services and customer care; and,
- Diverse and engaged workforce.

Within each of these, the Council can fall into one of three categories: Developing, Achieving, or Excellent. The LGA have provided clear indicators for each of these to help Council's assess their current position and what actions they need to take to move to the next category. This approach is similar to that of the Maturity Model mentioned above, but is not specific to West Berkshire's local context. The Council may wish to consider the LGA's EFLG in conjunction with its own EDI Framework to get a more holistic view of what further steps it may wish to take, while recognising that there is no substitute for the localised assessment of EDI priorities. As such, the Council should always consider external guidance through the lens of the local lived experiences.

Glossary

Key Term	Definition
EDI	Equity/Equality, Diversity and Inclusion
EFLG	Equality Framework for Local Government
EqIA	Equality Impact Assessment
ERG	Employee Resource Group
LGA	Local Government Association
OKR	Objectives and Key Results
PSED	Public Sector Equality Duty

Appendix A: Associated policies/strategies

Policy/Strategy	Context
Gender Pay Gap Data	The Council is legally required to report on Gender Pay Gap data each year.
Maternity Procedure [HRMAT] V.2.3 Nov 2019	This procedure sets out the entitlements and responsibilities that apply to employees who are pregnant and give birth.
Menopause Policy [HRMP] V.1 Sept 2020	The purpose of this policy is to raise awareness, encourage open conversation and support workers to continue to be effective in their jobs while experiencing menopause.
Sickness Absence – Reporting and Management Policy, Procedure and Guidance [HRMSA1] V.1.9 Aug 2022	The purpose of this policy is to support the effective reporting, recording and management of sickness absence to reduce its impact on service delivery and provide appropriate support to employees.
Shared Parental Leave Policy [HRSPLP] V.1 March 2015	The purpose of this policy is to set out how the Council will handle the discretionary aspects of Shared Parental Leave and Pay.
Transgender Policy [TRPV1] V.1 Sept 2018	The purpose of this policy is to set out the Council's commitment to ensuring that transgender people are treated with dignity and are not unlawfully discriminated against or disadvantaged in the workplace.
Draft Council Strategy 2023-2027 Forward Together [For Consultation Jan 2023]	A Council Strategy is a business planning document that sets out future priorities and planned outcomes. A new Strategy is produced every four years.
Capability Procedure [WBCPCR] V.4 Dec 2022	This procedure is to be used to manage performance that falls below the required standard due to 'lack of aptitude, skill or ability'.
Disciplinary Procedure [HR Disc] V.4 Dec 2022	The Disciplinary Procedure is designed to help and encourage employees to achieve and maintain standards of conduct.
Equality in Employment Policy [No ref given] V.3 March 2016	The purpose of this policy is to set out West Berkshire Council's approach to diversity and equality in employment.

Equality Policy [No ref given] V.1 Jan 2018	The purpose of this Policy is to set out West Berkshire Council's vision and commitment to equality of opportunity and respect for diversity.
Reasonable Adjustments for Staff with Disabilities Flow Chart [No ref given] V.3 May 2016	A Corporate Process for Accessing Funding in the application of reasonable adjustments for staff with disabilities.