

Working Towards An Equal City

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

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WORKING TOWARDS AN EQUAL CITY

A Equality Scheme Action Plan

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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

Community

Internal relations

Councillor Dee Simson

<u>Cabinet Member for</u>

<u>Affairs, Inclusion &</u>

2. The purpose of this policy

- 2.1. "Working Towards an Equal City" is the council's document which guides our approaches to equality, diversity and inclusion. It builds on the city's shared experiences and lessons learnt in the past four years and 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:
 - Sustainable Communities Strategy (2020 Community Partnership)
 - Local Area Agreement 2008-2011
 - 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
- 2.4 The Equality Standard for Local Government (ESLG) was launched in 2001. It provides a way of working in local authorities that means equalities issues are taken into account within policy making, service delivery and employment. By working through the five levels of the Standard, local authorities will be able to:
 - identify disadvantage associated with race, gender, disability, religion or belief, sexual orientation and age (the six equality strands)
 - set targets to eliminate the barriers that create that disadvantage, and
 - achieve outcomes appropriate to local need.
- 2.5 The core strands of the ESLG are Leadership & Corporate Commitment, Community Engagement & Accountability, Service Delivery & Customer Care and Employment & Training. This provides the framework for our equalities and inclusion work ensuring that all parts of the council are working in a consistent way towards common standards. The Equalities Scheme Action Plan (attached as Appendix A) uses this framework and outlines how the council plans to improve performance against the ESLG.
- 2.6 As a public authority we have a statutory responsibility to produce a Race Equality Scheme, a Disability Equality Scheme and a Gender Equality Scheme. The new Equality Scheme Action Plan pulls together outstanding actions from our existing Race Equality Scheme 2005-2008, Disability Equality Scheme 2006-2009 and Gender Equality Scheme 2007-2010 into a single plan. This enables us to broaden our actions to include the other equalities strands of sexual orientation, age and religion/belief and address all equalities issues and issues of poverty and deprivation in a more

systematic and strategic way. The Equality Scheme Action Plan will be reviewed annually to ensure progress is made and to build in new actions as appropriate.

3. Understanding equality and inclusion

- 3.1 Our Corporate Plan (2008-2011) sets out the Council's commitment to making a genuine difference to the lives of people in Brighton and Hove. To do this the Council must work in harmony with the City. This means that we need to understand fully the City and its needs. We must design services around its needs, whether they be city- wide or tailored to particular communities, families or individuals, providing choice wherever possible. We must ensure that all within our communities are given the opportunity to improve their quality of life as the City grows in prosperity.
- 3.2 The Council itself has to be an organisation fit to rise to this task. Our staff need to be valued and developed to enable them to adapt continually to the challenges that providing services within Brighton and Hove presents. To be in tune with the City they must also reflect its rich diversity. We must adopt ways of working that concentrate on the themes set out above to ensure we can plan for the future, deliver efficient basic services and focus on those who need particular help.
- 3.3 The Equalities and Human Rights Commission broadens the definition of equalities work to include social inclusion and human rights. A description of what this means in practice can be found in the EHRC's 10 Dimensions of Equality namely 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 decisionmaking 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
- 3.1. Key groups affected by our duties can be found below:

- Age
- Disability
- Ethnicity
- Gender (including Transgender)
- Religion & belief
- Sexual orientation

- 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

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, according to the most recent information, over a quarter of a million people are living in Brighton and Hove (255,000)¹. When compared to average populations 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% between 1996 and 2005. This is faster than the average population growth 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 29,683 people from non-White British backgrounds across Brighton and Hove, or 12% of the population. While this is above the regional average (8.7%) it is below the average for England (13%). People of mixed race backgrounds form the largest overall percentage (1.94%), followed by people from Asian backgrounds (1.83%). People of White Irish background are the largest single Black and Minority Ethnic (BME) group (1.6%). This is followed by people of Indian background, (0.8%) Black African background (0.6%), Chinese background (0.5%) and Bangladeshi background (0.4%).
- 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. New National Insurance number registrations for all new migrants in the South East during the first quarter of 2008 were 6,989. This figure is lower than every quarter in 2007 (first quarter of 2007: 9,634). 50% of migrants to Britain from the 'A8 countries' (the eight countries which joined the European Union in May 2004, including Poland) are no longer in this country. The Institute for

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¹ ONS mid-year estimates, 2005.

Public Policy Research rank Brighton and Hove at 135th amongst Local Authorities in numbers of migrants.

- 4.7. Other significant groups across the city include:
 - An estimated 35,000 people from Lesbian, Gay, Bisexual & Transgender (LGBT) groups
 - More than 20,000 full-time students
 - More than 13,000 children living in lone parent households, mainly headed by women
 - The most recent national data (2004/5) identifies the city as among the 10% of Local Authorities in England with the highest number of homeless households
- 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. 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 IMD 2004 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 Spectrum². 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

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² Count me in too, Spectrum, 2007.

- 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 five years and of these, 26% had attempted suicide
- 33% were uncomfortable 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 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, higher than the South East average of 0.2%. The city has a Muslim population similar to the rest of the South East at around 1.4% and the highest Buddhist population in the South East (0.7%).
- 4.13 In summary, our community is diverse with a growing population of people from BME communities and a relatively large LGBT community. There is a considerable, and increasing, amount of deprivation in the city. A 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. Our policies need to be regularly reviewed, to ensure we stay abreast with the rapidly changing profile of the city.

5. The council as a community leader

Achievements & Outcomes

- 5.1. 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, or the sense of togetherness of a community, 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.
- 5.2. The council promotes community cohesion and its role as a community leader through the 2020 Community Partnership, Brighton & Hove's Local Strategic Partnership (LSP). The main work of the 2020 Community Partnership is to oversee the development and implementation of a refreshed Sustainable Community Strategy, as well as to set out our future priorities and actions.
- 5.3. The Public Service Board sits alongside the 2020 Community Partnership 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.
- 5.4. The priority themes for the 2020 Community Partnership 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
- 5.5. 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 of the council and members quarterly.
- 5.6. The Council spends over £200 million per year on services in the city, many of which benefit vulnerable people and aim to reduce inequality, including:

- adult social care, housing and housing management, supporting people, Children and Young People's Trust and education budgets.
- 5.7. As the leading provider of services in the community, the council targets areas where support is needed and 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, which have brought about some real improvements in recent years.
- 5.8. We also administer grant funded schemes in partnership with the community and voluntary sector. Between 2004 and 2007, the council has overseen almost £700k of grant funding to promote employment in the city. In addition, the council provides significant funding for the community and voluntary sector to deliver services.
- 5.9. During 2007 2008, a number of successful communities of interest events were delivered either by or with the support of the council. These events were 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.
- 5.10. 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

5.11. 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.

6. Partnerships and community engagement

- 6.1. 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.
- 6.2. Some of the partnerships that operate across the city include:
 - 2020 Community Partnership (the Local Strategic Partnership, or LSP)
 - Public Service Board
 - Children & Young People's Trust
 - Sussex Improvement Partnership
 - Crime & Disorder Reduction Partnership
- 6.3. 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 to:
 - 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 will provide a more co-ordinated, strategic approach for all statutory agencies in the planning and delivery of community engagement in the city. It will provide a variety of opportunities for citizens to engage with services and will highlight services where further work is required. The framework will be owned by the 2020 Community Partnership and its family of partnerships and will cover the following methods of engagement:
 - Information one-way communication, telling people about changes or services
 - Consultation two-way communication with clear expectations
 - Deciding together the public as active partners influencing 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 a new City Inclusion Partnership which will oversee and lead the strategic direction of equalities and diversity work across the city. The new Partnership will be a sub group of the 2020 Community Partnership and provide the basis for joint work between the city council and our statutory and community/voluntary sector partners. The Partnership will work with the Stronger Communities Partnership to enable local issues to be raised and tackled and will provide a mechanism to hold the statutory sector to account in relation to equalities work.

7. Inclusive and accessible services

Achievements & Outcomes

- 7.1 Our most recent Audit Commission inspections tell us that we continue to provide good services which meet the needs of most of the community. Equality Impact Assessments (EIA) are undertaken for all new policies. All service areas are assessed on a three yearly cycle. 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. The Corporate Procurement Strategy sets out our commitment to deliver services which are effective, appropriate and fair and that do not discriminate. It covers how we promote equality in planning, tendering, awarding of contracts and contract monitoring. The council's corporate Procurement Team oversees this function and is responsible for ensuring all contractors meet equality targets.
- 7.4 We monitor the impact of these processes and the quality of our services through user surveys, consultations, complaints procedures and regular reviews. This feedback informs our Equality Impact Assessments which influence policy and service development.
- 7.5 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. We utilise information and communications technology (ICT) including the internet, to increase access to services for

disabled people. 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.

Future Plans

- 7.6 All departments have set out their commitment for improving services within their individual departmental plans. These include actions to increase equality and inclusion. We have set out an Equality Impact Assessment (EIA) timetable for the council's three year programme of policy and service impact assessments. All new policies or changes to services will be included into the timetable as appropriate which will be published on the council's website.
- 7.7 We have refreshed the corporate guidance on undertaking an EIA, and developed new training, support and quality control mechanisms. A summary of all completed EIAs will be available on the council's website.

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 a model of good practice in the way we manage diversity, and
 - As the largest employer in the city and contributor to the local economy
- 8.2. Much has already been achieved over the three year period of the 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 polices 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, supporting and encouraging good practice through the Equalities Steering Group and the Human Resources (HR) Equalities Group.
- 8.4. During 2006, we conducted drama-based diversity awareness training with 255 senior managers from across the council. These live drama workshops with professional actors were designed to get managers thinking and talking about how they promote equality and diversity in their work and with their teams. A leadership development programme, which promotes effective diversity management and a diversity mentoring programme targeted at disabled and BME staff has since been introduced as part of the learning and development provision, as they are under-represented across the organisation. We also support the LGBT staff forum with their LGBT mentoring programme.
- 8.5. As part of our commitments within our Gender Equality Scheme, 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 recruitment events locally and nationally to promote Brighton as an inclusive employer. There have 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. 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 still has much to do to respond to the 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. 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. 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 will use 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 into the future.
- 9.2. We will apply the policy by ensuring consistency with other leading strategic planning documents. Our performance measures will be aligned 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 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 Local Area Agreement (LAA) and take the opportunity to develop local measures that reflect the 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 2020 Community Partnership, to our communities of interest through the City Inclusion Partnership and to the wider community though 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

