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Evaluation of Diversity in Democracy: Final Report

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Evaluation of Diversity in Democracy

Final Report

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Views expressed in this report are those of the researcher and not necessarily those of the Welsh Government

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Glossary

Acronym / Key word	Definition
AWS	All Women's Shortlist
BME	Black and Ethnic Minority
BSL	British Sign Language
D2D	Door to Democracy
DiD	Diversity in Democracy
LGB+	Lesbian, Gay, Bisexual, and other non-heterosexual orientation
LGBT+	Lesbian, Gay, Bisexual, Transgender, and other non-heterosexual orientation and / or non-binary gender identity
LCF	Local Campaign Forum
NEC	National Executive Committee
OVW	One Voice Wales
WFGA	Wellbeing of Future Generations (Wales) Act
WLGA	Welsh Local Government Association

1. Introduction

Overview

- 1.1 The Diversity in Democracy (DiD) Programme ran from July 2014 to March 2017 and was funded and delivered by the Welsh Government. The DiD programme was launched in response to the recommendations outlined in the On Balance: Diversifying Democracy in Local Government in Wales report,¹ a report for action against the lack of diversity that has permeated Welsh local government (Expert Group in Diversity in Local Government, 2014).
- 1.2 This programme was also formed in response to policy, such as the Equality Act (2010), and in alignment to policy developed during programme delivery, such as the significant Wellbeing of Future Generations (Wales) Act (2015). The On Balance report informed the vision of the DiD programme - an increase in the diversity of individuals standing for election to local government, with the longer-term aim of increasing diversity in local government in Wales to ensure more accurate representation of the communities and electorate, and greater accountability to its citizens. This vision is broken down into key aims and objectives and will be discussed in greater detail in [Annex A](#) of this report.
- 1.3 Alongside the programme, recommendations in the On Balance report additionally referred to data collection in the form of two surveys: The Local Government Candidates Survey, and the Exit Survey of Members Standing Down. The Local Government Candidates Survey is discussed in detail within the communications campaign, as an aim of the DiD programme was to improve responses. The Exit Survey of

¹ The Expert Group on Diversity in Local Government was established by the Minister for Local Government and Government Business in the summer of 2013. Their purpose was to review quantitative and qualitative data to provide recommendations on how diversity in local government can be improved. These recommendations are documented within the On Balance report, which drove the rationale for the DiD programme.

Members Standing Down however, is also important to consider as the On Balance report recommended that data is collected on those standing down, to assess reasons why (Expert Group in Diversity in Local Government, 2014). The survey was administered in 2017 by WLGA to examine the reasons behind the decision to stand down, and their overall experience of local government.

About the evaluation

- 1.4 Miller Research, with associates Professor Laura McAlister, Joanne Sullivan and Four Cymru, were commissioned by the Welsh Government to undertake an independent evaluation of the DiD programme in April 2018. A robust independent evaluation provides an objective assessment of the outcomes and effects of any given project or programme.

Final report structure

- 1.5 This report is the final output of the evaluation, documenting the findings from all the stages completed as part of this evaluation. The first stage of the evaluation resulted in an Inception Report, which provided insight into the background of the project, and a refined methodology for the research tasks. The second phase (and output) was the Interim Report, which summarised key findings from a desk-based review of literature, programme documentation, and programme monitoring data.
- 1.6 This final report provides an overview of key findings about the effects of the DiD programme based on evidence from the desk-based findings, and fieldwork activities. Its main purpose is to provide an insight into effectiveness of the programme, and to put forward recommendations for Welsh Government to consider, should they decide to deliver a similar programme in the future. The remainder of this report will be structured as follows:

- Section 2 reviews the relevant literature, providing a background from which the context for the DiD programme can be understood.
- Section 3 gives an overview of the method employed for the evaluation. This section also sets out how the Theory of Change and resulting programme logic model have informed the evaluation activities. An expansion of the method and logic model can be found in [Annex B](#) and [Annex C](#) of this document.
- Sections 4-9 summarise the evidence that has been gathered to date on the DiD programme. This is structured with a section on each delivery strand within the DiD programme, the recommendations, objectives of that delivery strand and their effects. This includes the following sections:
 - Overview of the DiD programme
 - Mentoring Initiative
 - Communications Campaign
 - Employer Engagement Initiative
 - Door to Democracy (D2D) Fund
 - Engagement with political parties
- The final section provides a summary of what has been discussed thus far; conclusions, and recommendations for Welsh Government and other organisations / individuals interested in increasing diversity in (local government) elections.

2. Literature review

2.1 This literature review sets out the context in which the DiD programme was delivered. The first section of this review outlines the policy context at international, UK and Welsh Government levels. This includes reports authored by Welsh Government, academic papers, and research produced by other organisations working to advance equality of representation for marginalised groups. The second section looks at what existing research has stated can be a barrier to people from diverse backgrounds in standing for government. The third section provides an overview of previous schemes and lessons learnt. To conclude, a summary of how all these factors have shaped the DiD programme is presented.

Policy context

Policy context (International and European Union)

2.2 Policies at multiple levels of government aim to increase the diversity of elected representatives. The EU's Charter of Fundamental Rights – (with a promoted legal status under the Lisbon Treaty) – protects the right to vote and stand as a candidate in elections, and promotes cultural, linguistic and religious diversity (UK Government, 2017). Other significant policy includes the Copenhagen Meeting of the Conference on the Human Dimension of the CSCE (Conference on Security and Co-operation of Europe), which protects the rights of minorities in standing for government (Organization for Security and Co-operation in Europe, 1990). Similarly, the EU's Race Directive promotes the 'principle of equal treatment between persons irrespective of racial or ethnic origin' (Baclija, et al., 2008, p. 233).

United Kingdom

2.3 At a UK level, several legislative and policy measures have sought to increase equality and reduce discrimination against people with protected characteristics; the most significant being the Equality Act

(2010), which updated and integrated existing equalities legislation (such as the Equal Pay Act, and the Disability Discrimination Act) in one piece of legislation. The Act defines 'protected characteristics' that are considered at risk of discrimination, including:

- age
- sex / gender
- sexual orientation
- disability
- 'race' / ethnicity
- transgender (gender reassignment)
- pregnancy and maternity
- marriage and civil partnership
- religion or belief (including lack of belief)

Section 106 of the Equality Act (2010) is yet to be enacted. It calls for more transparency on the diversity of candidates and elected officials, and therefore may provide a duty for local authorities to publish this information (excluding marriage and civil partnership, and pregnancy and maternity).

Wales

- 2.4 A significant number of policy developments relating to diversity in local government took place prior to the launch of the Diversity in Democracy programme.
- 2.5 Five years prior to the launch of the DiD service in 2009, the 'Are You Being Served?' report was published and outlined a number of proposals from which to support councillors and increase democratic participation within local government (Councillors Commission Expert Panel, 2009). The recommendations were a precursor to the Local Government (Wales) Measure 2011 ('the Measure'). The Measure's primary intention was to enhance the role of councillors, with a focus on those outside of executive / leadership positions (Welsh

Government, 2011). Relating to diversity and representation issues, the measure stipulates various recommendations for local government.

- Local authorities consider a number of training opportunities (including on equality and diversity) for their members.
- Local authorities should review, on a regular basis, the extent to which meeting times are held at times equally accessible to all members.
- Members of local authorities are entitled to family absence (e.g. maternity).
- Councils should engage the public to a greater extent on issues relating to scrutiny processes, as a means to improve the health of local democracy.
- Communication strategies to raise public awareness on scrutiny, should consider outreach to different protected characteristics.

2.6 In 2013 the First Minister established the Commission on Public Service Governance and Delivery. The aim of the Commission was to investigate means in which delivery of public services can be improved (Commission on Public Service Governance and Delivery, 2014). The report (the William's Report) considered the current scope and shape of public services in Wales, in context of current and upcoming changes to the economy, demographics and public expenditure. Importantly the report recognised that diversity in leadership positions is required to enable dynamic change in delivery of services, and that a lack of diverse leaders in executive and political positions could hinder the development of new and innovative approaches. Furthermore, the report outlined that a key principle for public service delivery should be 'respecting diversity', and recommended that local authorities take further steps to engage with the wider public, and that 'community and neighbourhood representation must be maintained and enhanced' (Commission on

Public Service Governance and Delivery, 2014). These recommendations relate directly to public services (as opposed to politics and elections), however these recommendations relate directly to some assumptions underpinning the DiD programme, that diversity within an institution would result in positive change and greater public wellbeing (in the case of DiD, public engagement with local government).

2.7 Following the introduction of The Measure and The Williams Report, a number of further actions were taken over 2014 and 2015 ahead of the launch of the DiD programme. Importantly they highlight ongoing changes and reforms to local government that were being proposed as DiD was designed and launched (National Assembly for Wales, 2018):

- The White Paper titled Devolution, Democracy and Delivery was delivered in July 2014. It responded to the William's Report, which included recommendations such as reducing the total number of local authorities.
- The Welsh Government invited local authorities to submit proposals for voluntary mergers on behalf of the WLGA, in September 2014.
- At the end of 2014 the Chartered Institute of Finance and Accountancy outline the costs of mergers, and Welsh Government publishes the responses to the Devolution, Democracy, and Delivery White Paper.

2.8 The report 'On Balance – Diversifying Democracy in Local Government in Wales', was likewise developed by an independent Expert Panel who were asked to advise Welsh Government. The report responded and reflected upon changes proposed by Welsh Government during 2014. The focus remained on democracy and diverse participation and recommended, for example, that to widen participation in local government, councillors undertake mentoring

activities, and that ‘mentor champions’ are established in councils (Welsh Government, 2014 (a)).

2.9 In 2015, after the launch of the DiD programme, a number of changes to Welsh legislation continued to support the driver for interventions focussing on diversity in local government. Importantly the introduction of the Wellbeing of Future Generations (Wales) Act 2015 (WFGA) can be seen working in harmony with the programme. Overall, the DiD programme aligns with the aims of the WFGA – outlining A More Equal Wales as a key Well-being Goal (Welsh Government, 2015). Specifically, the WFGA defines this as ‘a society that enables people to fulfil their potential no matter what their background or circumstances’.

2.10 Other changes within 2015 that saw (proposed) changes to local government, included (National Assembly for Wales, 2018):

- The White Paper on Local Government Reform: Power to Local People – which included recommendations on how to increase diversity of elected councillors, and increase community input on how local government is delivered
- A draft bill based on the Devolution, Democracy and Delivery White Paper (above) was published for consultation and included the key objective to increase community governance, accountability, performance
- The Communities, Equality and Local Government Committee undertook pre-legislative scrutiny of the Draft Local Government (Wales) Bill, which included public consultation.

2.11 In 2016, the White Paper – Reforming Local Government: Resilient and Renewed was published. The paper specifically signalled commitment to the findings of the On Balance report, and proposed changes to elections and voting which included:

- exploring how to develop a single electronic register for Wales (covering automatic voter registration)

- moving to five-year terms for local government
- exploring legislation that will allow individual councils to decide which voting system they prefer.

2.12 Objective 5 of the Welsh Government Strategic Equality Plan and Equality Objectives (2016-2020) (Welsh Government, 2016) states the commitment to ‘deliver a more diverse pool of decision makers in public life’ by addressing the associated barriers. A key action is for the Welsh Government to ‘work in collaboration with employers promoting awareness of the value to them of the skills and experience staff can acquire by serving as local government councillors’ to broaden the range of people who can stand for election.

2.13 Looking forward, another policy affecting interventions on a local level is the proposal to reform local government structures and rules around elections. After the 2017 local elections, Welsh Government held a consultation on Electoral Reform in Local Government in Wales (Welsh Government, 2018). The consultation invited public views on proposals to increase participation in local democracy, who should be eligible to vote, and how elections should be organised (Welsh Government, 2018). Proposals that respondents agreed with, to increase participation in elections, and in local government, included:

- To simplify the postal voting procedures and literature (68% agree)
- Have mobile polling stations during local elections (78% agree)
- Electronic and remote voting at local elections (72% and 61% agree, respectively)
- Reducing the age of voting in Welsh local government elections to 16 (68% agree).

2.14 Following the consultation and in outlining the legislative priorities for Wales, the First Minister stated that ‘the government will bring forward a local government bill, which will include reform of local authority electoral arrangements, including reducing the voting age to include 16 and 17-year-olds.’ (Welsh Government, 2018).

- 2.15 In March 2018, Welsh Government consulted on the Green Paper ‘Strengthening Local Government: Delivering for People’ (Welsh Government, 2018). The consultation aimed to gain the views on the proposals set out in the Green Paper. Of significance to this evaluation, proposals included:
- a series of merger options to enlarge local authorities in Wales
 - increasing the power and flexibility of councillors to enact change in their local areas (such as, in housing)
 - changing the remuneration and support that councillors receive.
- 2.16 In July 2018, the Cabinet Secretary’s statement included announcing an independent working group – ‘to drive a shared approach that will shape the future of local government and service delivery in the future’, which including looking at how diversity can be improved in local government (Welsh Government, 2018). In late 2018, a new First Minister was elected and thus a change to the cabinet positions. Julie James AM has been appointed as Minister for Housing and Local Government. Despite these changes, as of March 2019, there have not been any changes announced to the legislative landscape of local government reforms (such as voluntary mergers).

Barriers to participation

- 2.17 There are numerous structural, social and cultural barriers that can prevent people from diverse backgrounds from standing for local government. The DiD programme focussed on cultural and social barriers (such as confidence), while Welsh Government legislation places emphasis on structural and institutional issues – such as childcare provision within The Measure as discussed above. It is nevertheless important to consider the structural and institutional barriers here – to consider the context in which the DiD programme was operating. Although this report recognises the complexities of how individual identities and disadvantages intersect, this section does not aim to account for the experiences of all people. Rather,

drawing from previous research, this review presents barriers experienced by different demographic groups / identities and discusses them in a more thematic manner (such as, finance as a barrier).

- 2.18 This literature review aimed to outline the debates about how to increase equality and diversity within government. Ultimately, unequal access to opportunities (such as barriers faced by potential candidates) are often a result of the interaction between an individual's agency and societal structures (and vice versa) which can perpetuate inequalities (Apter & Garnsey, 1994). For example, if women provide the primary source of child care, then they are likely to experience an economic disadvantage compared with men, due to time away from the labour market (lowering income and potentially stalling career progression). As a result, they may struggle to afford to take time off from work to campaign for an election, or to undertake councillor duties (Expert Group in Diversity in Local Government, 2014). The review below demonstrates that the DiD programme aimed to address some of the societal, individual, and structural interactions that enable inequality – to improve the equality of opportunity for candidates in the 2017 local elections in Wales.

Representation of elected officials in Wales

- 2.19 To demonstrate that there are barriers to electing diverse candidates to local government in Wales – and, therefore, the overall need for the programme – the tables below present a comparison of the demographics of elected county councillors in 2012 and 2017, alongside census data as a comparator. The weakness of this analysis is that it does not account for intersectionality and multiple identities (such as the number of disabled female councillors), but it is,

nevertheless, a useful illustrator of inequalities present within local government.²

Table 1 Demographics of Elected Councillors Compared to the Welsh Population in per cent

		Elected Representatives		
		2012	2017	National
Female		28	33	50.9
BME		0.6	1.8	4.4
Age	18-39	7	17	24.7 ³
	40-59	34	38	26.8
	60+	57	47	25.1
LGB+		3	7.1	1.7

Source: StatsWales – Resident Population by Sex and Age (StatsWales, 2011) ONS Census Data, Population by Sex and Ethnicity (ONS, 2011) ONS, Sexual Identity UK (ONS, 2016), Welsh Government Candidates Survey 2012⁴ (Welsh Government, 2013) Welsh Government Candidates Survey 2017 (Welsh Government, 2018)

2.20 The methodological approach to data collection for the Local Government Candidate Survey changed between 2012 and 2017, and as such, a direct comparison of changes to the profile of local government candidates during that period is not possible. In 2012, the survey was administered by Welsh Government, and in 2017 by Data Cymru – which may have affected response rates.⁵ Furthermore, the way in which the survey asks questions about disability varies significantly, and therefore a direct comparison is not possible. In 2012 it offered candidates the option to state whether they had a disability or not, whereas in 2017 it provided opportunity to additionally

² The figures reported here are self-reported. Further research has been undertaken by Chwarae Teg and ERS on the demographics of councillors.

³ This figure reflects the population aged 20-39, as there was no breakdown for over 18 available from this source.

⁴ The 2012 Welsh Government Candidates Survey omits results from Anglesey due to a delay in this election, which took place in 2013 instead.

⁵ More detail can be found in the technical report on the survey.

refer to long term illness or health impairment. In 2012, 14 per cent of elected councillors stated they had a disability while in 2017, 11 per cent said they had a disability and 18 per cent said they had an illness or disability that limits activities. The most substantial difference between the two datasets is the proportion of councillors within the 18-39 age bracket (7 per cent in 2012, compared to 17 per cent in 2017).

2.21 Despite indicating an increase in representation for female candidates (5 percentage points), and Black and Ethnic Minority (BME) candidates (1.2 percentage points), the survey results suggest they remain substantially underrepresented in comparison to nation-wide demographics.

2.22 The number of LGB+ councillors as reported in the 2017 survey, suggests an over representation of this demographic in local government. It must, however, be noted that the datasets available for the number of LGB+ people nationally are based on a small sample (2,367) rather than census data. Furthermore, 2.7 per cent of respondents to the ONS survey chose not to answer this question. The 'true' number of people who identify as LGB+ may therefore be skewed owing to societal pressures about sexuality – and choose to respond, 'don't know' or select 'heterosexual'.

There was no data available in the survey to document the number of candidates who identify as transgender, or by religious group, because this question was not asked. Overall, the data demonstrated that for most of these diverse characteristics, there is a significant under representation. The following sections of this review explore reasons behind the low levels of representation for these groups.

Resource pressures

2.23 The New Voices report and the On Balance report both note that financial pressures can be a barrier to running for local government (Expert Group in Diversity in Local Government, 2014; Electoral

Reform Society, 2018). A councillor (who does not have a role in the cabinet or in a committee) receives an annual income of £13,400 (which will be updated to £13,860 in April 2019) (Independent Remuneration Panel for Wales, 2019). One respondent within the fieldwork activity completed within New Voices said that the work of a councillor was often difficult to balance with full and part-time work due to the commitments required of being a councillor (Electoral Reform Society, 2018). The On Balance report similarly concludes that people may be unwilling to sacrifice career progression due to the role (Expert Group in Diversity in Local Government, 2014).

2.24 Financial barriers are also likely to have a disproportionate effect on disabled people. As noted in the Speakers Conference report on improving diversity in political life (House of Commons, 2010), and in the evaluation of the Access to Elected Office Fund (England and Scotland), disabled people are often less likely to have a disposable income than non-disabled people (Government Equalities Office, 2015) (Inclusion Scotland, 2017). The responses to the Exit Survey of Members Standing Down reflect these concerns – with 35 per cent stating that remuneration was inadequate, and 5 per cent citing low remuneration as the reason they stood down (WLGA, 2017). One comment included that due to becoming unemployed ‘it’s insufficient money to live on’, and another stated that the time commitment ‘makes our rate of pay below the minimum wage’ (WLGA, 2017).

2.25 Alongside financial barriers, time required to undertake the role was considered an issue for those in employment or with other responsibilities such as childcare (Electoral Reform Society, 2018). In the 2017 Exit Survey of Members Standing Down, 15 per cent cited time pressures as the reason, and 63 per cent stated they spent more than 21 hours a week in their role (WLGA, 2017). The time pressures associated with employment were also reflected in the survey responses – as 57 per cent of employed candidates spent more than 21 hours a week in council duties compared to 73 per cent of those

not in employment (WLGA, 2017). This suggests that those without employment are able to spend more time on councillor duties – and that employment can, therefore, hinder the ability dedicate as much time to be a councillor.

Individual, institutional, and structural (or societal) factors

- 2.26 The literature examined as part of this evaluation has highlighted that a number of social, cultural and institutional barriers can prevent people from diverse backgrounds in standing for government. Rallings, Thrasher, Borisyuk and Shears (Rallings, et al., 2010) summarised discussions about representation in local government, when they ask whether personal ambition (individual choice) or the selection process (institutional bias) is what determines whether an individual stands for election (Rallings, et al., 2010).
- 2.27 As well as internal barriers within a council, as discussed above, societal attitudes towards people from diverse backgrounds may deter potential candidates from standing. Looking at Poland, Matysiak concludes that ‘the percentages of women village representatives are visibly lower... where local communities are characterised by the preserved continuity of traditions.’ (Mataysiak, 2015, pp. 703-704). Other work focuses on similar issues in the UK - such as the historical exclusion of particular groups from political process, as an enduring reason and barrier for the current number of women participating in politics (Game, 2009).
- 2.28 Other UK-focused studies found low perceptions of performance of more representative bureaucracy, which is argued to potentially signify racism or ‘public suspicion’ of ethnic minorities in representative roles (Andrews, et al., 2005). Perceived or actual hostile environments can reduce opportunity for people from diverse backgrounds in standing for government or participating in democracy because – as illustrated within the discussion of LGB+ rights: ‘a negative policy legacy, the somewhat closed nature of the British

political system and the lack of elite allies throughout much of the post war era came together to create comparatively adverse opportunity structures for LGB organizations' (Kollman & Waites, 2011, p. 186).

- 2.29 Overall, these sources suggest that in an international and UK setting, a perceived 'hostile' environment towards people from diverse backgrounds could prevent individuals from standing for, or engaging with, government.

Selection of candidates

- 2.30 Institutional barriers within a selection process for candidates (such as, within a political party) can also reduce diversity within government. In the article by Rallings, Thrasher, Borisyuk and Shears, it is suggested that the social networks associated with the recruitment process in elections typically comprise older, white and professional males, which can limit opportunities for greater representation of people from more diverse backgrounds (Rallings, et al., 2010). Bulut and Taniyici argue that 'local representatives' attitudes and approaches to representation and participation are at least as important as those of the represented' because it is ultimately the elected officials who can reform local democracy to improve representation (Bulut & Taniyici, 2006, p. 414). Likewise, Game suggests that significant changes to the selection process (in the form of mandatory quotas) should be introduced to reach gender parity in local government (Game, 2009). Overall, these texts suggest that bias (actual and perceived) within selection processes, may be a barrier to people from diverse backgrounds putting themselves forward as candidates.

- 2.31 Although there is significant recognition that there are barriers to participation, current literature notes that elected officials can be reluctant to make structural changes or are resistant to taking positive action to address those barriers (Rallings, et al., 2010). This exemplifies 'institutional factors' and relates to 'demand' for diverse

candidates. Quotas for gender parity have been used in some cases to overcome these issues. As Ruedin states, 'voluntary gender quotas do not appear to be associated with a higher proportion of women in parliament... because they are not implemented diligently.' (Ruedin, 2012, p. 107). MacKay and McAllister note the success that the Labour Party's 'All Women Shortlists' has had in increasing the demand for (and election of) female candidates (Mackay & McAllister, 2012). Currently, the Labour Party uses all women shortlists to increase the demand for female candidates, at all levels of government, and Plaid Cymru have used measures such as 'zipping' where women are given first and third place on a regional list (Electoral Reform Society, 2018).⁶

Implications of (a lack of) diversity in democracy

- 2.32 Various authors consider that diversity among elected officials helps voice concerns of under-represented groups, and therefore increases the accountability and scrutiny present in local government (Baclija, et al., 2008; Andrews, et al., 2005; Durose, et al., 2013; Mackay & McAllister, 2012).⁷ The Expert Panel on Assembly Electoral Reform's report 'A Parliament That Works for Wales' notes that there are barriers to diversity in all tiers of government in Wales (Expert Panel on Assembly Electoral Reform, 2017). Baclija, Brezovsek and Hacek argue that in Slovenia, Roma councillors are the most significant link in raising concerns that the Roma community may have, and that positive discrimination could enable further cooperation with the Roma

⁶ For example in the 2017 General Election, [the proportion of female candidates differed between parties](#) whereby 41% of Labour candidates were women, compared to 29% of Conservative candidates and 29% of Liberal Democrat candidates

⁷ Baclija, I., Brezovsek, M. and Hacek, M. (2008) Positive Discrimination of the Roma minority: The case of Roma local councillors in Slovenia. 15 (2) ethnicities; Andrews, R., Boyne, G.A., Meier, K.J., O'Toole Jr., L.J. and Walker, R.M. (2005) Representative Bureaucracy, Organisational Strategy, and Public Service Performance: An Empirical Analysis of English Local Government 15. *Journal of Public Research and Theory*.; Durose, C., Richardson, L., Combs, R., Eason, C. and Gains, F. (2013) 'Acceptable Difference': Diversity, Representation and Pathways to UK Politics. 66 *Parliamentary Affairs*; Mackay, F & McAllister, L. (2012) Feminising British Politics: Six Lessons from Devolution in Scotland and Wales. *The Political Quarterly*.

community and local government – to address issues of employment, housing, and education problems, which disproportionately affect Roma people (Bacliija, et al., 2008).

- 2.33 Shan-Jan argues – her challenge to western feminist perspectives – political representation of women (in South East Asia) can be tokenistic, and in some cases, does not help women achieve social justice or equality (Shan-Jan, 2018). This argument is important regarding issues of intersectionality as she explores issues specific to women in a non-western setting, and additionally that political change should be felt outside of institutions rather than only within them.⁸ Others consider representation important regardless of outcome, with Ruedin stating that it is ‘of concern because of justice – the view that all humans are of equal worth, and therefore have an equal right to take part in decision-making’ (Ruedin, 2012, p. 96).
- 2.34 Overall, the literature generally suggests that representative democracy is an important factor in making democracy more effective by encouraging civic engagement from underrepresented groups, and also ensuring decisions are scrutinised according to a wider range of needs / perspectives. This assumption – that diversity of demographics in government brings forward more diverse interests and more attuned decision-making– is of relevance to the DiD programme and this evaluation.

Previous initiatives

- 2.35 To further understand the drivers behind the DiD programme, it is necessary to look at the current and predecessor schemes, assessing the factors that underpin their effective design.

⁸ The Labour Party received criticism from BME members that its all women shortlists were predominantly white women. (See: Game, C. (2009) Twenty-nine per cent of Women Councillors after a Mere 100 Years: Isn't it Time to look seriously at Electoral Quotas? 24 (2) Public Policy and Administration.)

Communication and engagement

- 2.36 The 'Be a Councillor' campaign, encouraged under-represented BME councillors, and identified that the image of local councils needed improvement to communicate and engage with under-represented groups (Welsh Government, 2014 (a)). Since then the 'Be a Councillor' scheme developed its engagement policies, using media other than local councils, such as an online presence.
- 2.37 Step Up Cymru preceded the DiD programme. The pilot scheme was delivered by the National Assembly for Wales, WLGA and Welsh Government. A total of 34 participants from Wales had the opportunity to shadow and be mentored by a councillor or Assembly Member over a period of six months, with at least 10 'experiences' for the mentee over the period (Welsh Government, 2014 (a)). The scheme was promoted for six weeks through steering group members, and a press release was distributed to local media (Welsh Government, 2011). This meant that individuals who were not politically affiliated or currently members of representative bodies or groups were reached.
- 2.38 Other initiatives have been effective in their communication and engagement techniques and activities. These include Operation Black Vote which ran ahead of the 2007 Assembly elections, (National Assembly for Wales, 2008), the Women's Equality Network Wales, Fabian Women's Network, the Inclusion London Guide and the 'This Girl Can' campaign, to name a few. The Fabian Women's network sheds light on the power of NGOs, having an established Mentoring Initiative that is over seven years old (Fabian Women, 2018). These initiatives have been effective in engagement leading to participation, because of their existing networks and a large social media / online presence (Campbell & Lovenduski, 2014).

Support offered

- 2.39 The support offered among some comparator Welsh Government schemes provides important lessons about mentee and mentor

relationships. The Step Up Cymru scheme offered support in the form of mentoring / shadowing a councillor or assembly member, promoting training through qualifications and training days over a six-month period (Welsh Government, 2011). Some participants, however, believed support could have been improved: some mentees commented that mentors did not meet their needs, and on the other hand, some mentors stated that some mentees were unengaged (Welsh Government, 2011). Furthermore, while the scheme tried to align mentors with mentees to minimise the burden placed on the mentee (for example, caring responsibilities) some commented that the geographic flexibility could be improved. Likewise, feedback from the Fabian Women's Network included that the quality in the mentor / mentee relationship was varied and geographic flexibility was an issue (Campbell & Lovenduski, 2014). The Women Making a Difference programme offered childcare services and finance to reduce accessibility issues. The Access to Elected Office funding programme provided the monetary means for improving accessibility, though it was more facilitatory in nature rather than offering direct support (Government Equalities Office, 2015).

- 2.40 Other support included delivery of training modules (for mentors and mentees), which was considered a real benefit by beneficiaries of Step Up Cymru. The Fabian Women's Network scheme similarly offers training in parliamentary politics alongside its mentor scheme. This is delivered through political skills framework, focusing on core areas such as debating, public speaking, and policy understanding (Campbell & Lovenduski, 2014).

Outcomes

- 2.41 The Step Up Cymru scheme saw relative success as it increased participants' understanding and engagement in politics, with a number of participants standing for general election in 2012 (Welsh Government, 2011). Similarly, the 'Be a Councillor' campaign saw

success in its time, with the largest increase in BME representation in the country that year (Welsh Government, 2014 (a)). NGOs and other non-governmental organisations can provide an impetus for change, with the Women's Equality Network Wales (WEN Wales) having national membership of women's organisations, and the Fabians Women's Network promoting equality for Women on a UK-wide scale.

The Diversity in Democracy programme

2.42 The DiD programme was clearly aligned to the policy, and existing research addressing the causes of unequal representation in local government:

- The overall under-representation of some demographics in local government,
- Specific initiatives delivered to under-represented groups are necessary due to historical, structural and institutional barriers that prevent engagement from some under-represented groups.
- That mentoring schemes have previously been successful in delivering support for under-represented groups.
- Selection processes for candidates can reinforce a lack of diversity, so they should be amended or addressed to ensure any barriers (such as unconscious bias) are minimised.
- Running for and being a councillor can put individuals under financial pressure, which affects disabled people disproportionately.

3. Methodology

3.1 The aim of the evaluation was to assess the extent to which the DiD programme achieved the recommendations from the On Balance report and subsequent aims and objectives that it set out to deliver. A summary of the evaluation approach is outlined below, with a full description in [Annex B](#).

Inception report and literature review

3.2 A comprehensive list of literature was reviewed alongside wider relevant policy and research documents. This provided a detailed understanding of the context behind the programme and what was driving the DiD programme. Literature was identified from recommendations from the client, Professor Laura McAlister, and the evaluation steering group.⁹

3.3 In addition to the review of literature, the inception report outlined how the evaluation would be carried out, with a detailed work plan, timetable, roles and responsibilities and evaluation risks.

Theory of Change, Evaluation Framework and Maturity Matrix Development

3.4 For this stage of the evaluation a review of all project documentation was carried out. The review provided an overview of each delivery strand and evidence of programme activities. This process identified areas where there were gaps in evidence and informed the scoping interview topic guides. Scoping interviews were undertaken with four members of the DiD programme delivery team. This approach culminated in the development and refinement of the Theory of Change, underpinning the production of the [Evaluation Logic Model Annex B](#).

⁹The evaluation steering group comprised stakeholders from a number of equalities organisations in Wales, to provide expertise throughout the research process. They provided feedback on evaluation outputs and research materials. This steering group was distinct from the DiD programme steering group.

- 3.5 The Theory of Change (ToC) was an integral tool used throughout the delivery of the evaluation. It provided an understanding for the programme and outlined its strategic narrative. The ToC allowed the evaluation team to develop the logic model, from which to assess the delivery against objectives, for the evaluation. The logic model details the policy context, needs, objectives, inputs, project activities, and effects. The Evaluation Framework was based upon this model.
- 3.6 The final Logic Model was agreed with the client and was a basis from which other research tools including the Evaluation Framework, Assumptions Index and Maturity Matrix were drafted.¹⁰ Please see [Annex C](#) for a detailed explanation of how these research tools were developed, and how they have been used.
- 3.7 These evaluation tools seek to scrutinise and test the ToC, assessing the extent to which the programme achieved its objectives. This method was tested within a ToC workshop¹¹ where assumptions about the intended linkages between cause and effect were explored, and subsequently embedded into the Assumptions Index.
- 3.8 These tools were utilised to co-create the research topic guides with the evaluation steering group for interviews and focus groups, ensuring that the entire scope of the evaluation was captured within the fieldwork activities.

Fieldwork phase 1

- 3.9 The first phase of fieldwork comprised of an in-depth desk-based analysis of secondary data. This included both internal project documentation, wider literature and analysis of the Local Government Candidates Survey. The analysis of these can be found within the preceding [literature review](#) and embedded within the discussion of

¹⁰ The evaluation framework outlined all evaluation questions and field work requirements, the Maturity Matrix measured the maturity of project delivery for the DiD strands, and the Assumptions Index outlined the assumptions underpinning the programme logic.

¹¹ This workshop was held on 10th July 2018 and attended by the evaluation steering group.

each of the programme delivery strands in the latter stages of this final evaluation report.

Interim report

- 3.10 The Interim Report was drafted based upon the evaluation activities that had been completed at this stage. This included a literature review, early insights for each strand of the programme’s delivery and preliminary conclusions against the recommendations of the On Balance report (Expert Group in Diversity in Local Government, 2014).

Fieldwork phase 2

- 3.11 As part of Phase 2 of fieldwork, 29 semi-structured interviews were conducted with mentors, mentees, political parties and wider stakeholders. A breakdown of the interviews undertaken is provided in the table below.

Table 2 Summary of semi-structured interviews undertaken

Interview participants	Number undertaken
Mentees	11 (nine of which were female, three were disabled, two were LGBT+, six were young and two were of black and minority ethnicity)
Mentors	11 (three of whom were Independent, three Labour, three from Plaid Cymru, two from the Liberal Democrats and a single conservative councillor)
Stakeholders	3 Stakeholders (two from Welsh Local Government Association, one from One Voice Wales).
Political Party Representatives	4 (Labour, Conservative, Plaid Cymru and Liberal Democrat)

Source: Evaluation Fieldwork

- 3.12 Four focus groups were also undertaken within this fieldwork stage, each attended by approximately five to eight participants. They were carried out in principal councils (city and county borough councils) across Wales. Participants included Diversity Champions, Council Leaders, Heads of Democratic Services, and Councillors from different political parties. The focus groups were undertaken in

Swansea, Conwy, Powys and Rhondda Cynon Taf, to ensure a range of councils that take account of geographical and linguistic diversity among the populations represented by those councils.

- 3.13 Further fieldwork activity undertaken at this stage was the review of political parties' equality and diversity strategies and policies. This consisted of reviewing published documentation of the four most prominent political parties in Wales; Labour, Conservative, Plaid Cymru and Liberal Democrats.

Analysis

- 3.14 To analyse the fieldwork evidence, mind mapping software¹² was used to draw out the key themes.
- 3.15 The analysis stage also included the development of six case studies, which synthesised the data gathered within the fieldwork. The case studies are included within the [Annex F](#) of this document and consist of four paired (mentor and mentee) case studies, a diversity champion and a mentee case study. This approach has afforded a three-dimensional understanding of the processes, activities and outcomes of project beneficiary / stakeholder participation and the wider contextual / environmental factors and how they might influence the level of diversity in democracy.
- 3.16 A final stage of the analysis consisted of identifying each delivery strand against the Maturity Matrix. This allowed for the development of in-depth and insightful conclusions about the extent to which objectives of the programme were achieved.

Methodology limitations

- 3.17 It is important to note that there were necessary changes to the number of mentees that could be interviewed within the evaluation. This is due to the recent implementation of GDPR that has required

¹² Coggle mind mapping software.

the local government policy team and Knowledge and Analytical Services to seek consent from beneficiaries to share personal and sensitive data collected during their participation on the programme.

- 3.18 It was initially proposed that 25 interviews would be undertaken with mentees, however, the reduced sample size restricted the sampling frame from which a sample could be recruited. Furthermore, this sample size was likely to be more engaged with the programme, as they were receptive to re-engagement attempts undertaken by Welsh Government.
- 3.19 In order to re-allocate the resource for this activity, an additional fieldwork element was added to the evaluation's methodology; the review of political parties' diversity and equalities policy and strategy, which has been outlined above. This was added to further inform future recommendations and add detail to the landscape in which the programme was being delivered.

4. Overview of the Diversity in Democracy Programme

Rationale for the DiD programme

- 4.1 In May 2013, the then Minister for Local Government and Government Business, Lesley Griffiths, appointed the Expert Group on Diversity in Local Government to analyse the survey of local councillors in Wales with the aim to set a clear plan of action to encourage greater diversity of candidates to stand for local office in 2017 (Welsh Government, 2013).
- 4.2 Then, in March 2014, the Expert Group on Diversity in Local Government published its report *On Balance: Diversifying Democracy in Local Government in Wales* (Expert Group in Diversity in Local Government, 2014). The report set out an action plan and 24 recommendations to improve the diversity of candidates by the next Local Government Elections in 2017 ([Annex A](#)).
- 4.3 The four strands and embedded recommendations within the *On Balance* report have been summarised below (Expert Group in Diversity in Local Government, 2014).
- 1) Improving the response to the Local Government Candidates Survey; including promoting the survey in partnership with the WLGA and One Voice Wales; utilising online survey techniques; and using a single research and analysis provider.
 - 2) Improving information from the survey; including updating the questions in the survey, local government's use of information from the survey and the conduct of exit interviews for elected members.
 - 3) Action for Political Parties; including mentoring schemes, strategies and a public commitment to promote female members being nominated as candidates.
 - 4) Widening participation in local government; includes establishing a shadowing / mentoring scheme, encouraging

youth involvement through co-option, establishing a network of member champions, a campaign to promote the role and work of councillors and local government.

- 4.4 The On Balance report, therefore, provided the basis and evidence for Welsh Government to set out an Action Plan in response to its recommendations (Welsh Government, 2014). This predominantly set out Welsh Government's support in principle to the recommendations, and highlights who the recommendations were for, such as local government, Welsh Government or WLGA, etc.

Objectives of the DiD programme

- 4.5 To therefore progress these recommendations and actions, the DiD programme was launched in July 2014 and delivered until March 2017.
- 4.6 The Programme Brief set out the DiD programme vision, which was for 'greater diversity in local government: the profile of local government representatives will reflect the diversity of the people of Wales' (Welsh Government, 2014). This clear strategic vision has driven the programme and established the Programme Brief that clearly sets out the programme delivery approach for each recommendation (Welsh Government, 2014).
- 4.7 The Programme Brief set out a series of expected benefits to be delivered through the DiD programme (Welsh Government, 2014). These included having councillors from a range of backgrounds to have a positive impact on local government life, a reduction in voter apathy, increased number of councillors from under-represented groups standing as candidates, and to therefore improve the quality of democracy in Wales and reducing the number of unopposed candidates.
- 4.8 The DiD programme objectives were to:

- establish Diversity Champions and / or mentors across all local authorities in Wales (OB1)
- identify suitable mentees and deliver a suitable mentoring initiative (OB2)
- encourage all political parties to commit to selecting more diverse candidates (OB3)
- collaborate with existing equality networks and advocacy groups in Wales (OB4)
- to increase the ability of councillors to engage with the public via training sessions (OB5)
- to increase public awareness of the programme (OB6)
- collaborate with employers across Wales (OB7)
- deliver targeted financial support that further enables people with disabilities to partake in the political life (Door to Democracy fund) (OB8)
- deliver a multi-platform campaign to promote awareness of local government (radio, television, social media, leaflets, networking) (OB9)

This evaluation has assessed the DiD programme against these objectives and the recommendations that are set out in the On Balance report (Welsh Government, 2014 (a)).

Design

4.9 The Programme Brief set out key elements that were delivered as part of the DiD programme through five strands. These delivery strands were:

- Mentoring Initiative
- Communications Campaign
- Employer Engagement Initiative
- Door to Democracy Fund
- Engagement with political parties

Each of the five strands have been included in this evaluation to explore the rationale, objectives, delivery approach and the achievements within each strand.

- 4.10 There were two phases of delivery, firstly from July 2014 to June 2016, and secondly July 2016 to March 2017. The Programme Brief sets out the proposed delivery approach for the first phase and the work plan DiD Project Phase Two for the latter two years.

Central themes

- 4.11 It is important to consider two central themes about the delivery of the DiD programme. Management and governance covers those responsible for delivery of the DiD programme and accountability within Welsh Government. The other theme is communications and marketing – external outreach and promotion of the scheme. Each are described below.

Management and governance

- 4.12 The DiD programme was managed by the Local Government Democracy policy team within Welsh Government. The policy team seconded in a Programme Co-ordinator from the third sector to facilitate and deliver the five strands, with support and expertise provided from the policy team.

A steering group was developed to oversee the Programme. As set out in the Programme Brief, ‘the role of the Diversity in Democracy Steering Group was to act as the programme board to take forward the recommendations of the Expert Group on Diversity in Local Government in their report *On Balance: Diversifying Democracy in Wales*’ (Welsh Government, 2014). Members of the steering group included: WLGA, One Voice Wales, various Heads of Democratic Services and representatives from political parties (see [Annex D](#) – for a full list of the Steering Group membership). As set out in the DiD programme and the Steering Group Terms of Reference, there were

key roles and responsibilities of the group. These roles were to provide leadership, to ensure strategic coherence across the recommendations, to identify interdependencies, risks and conflicts and to foresee opportunities wherever possible, and communicate progress and decisions of the group as appropriate.

Communications and marketing

- 4.13 Communications and marketing were a key component of the DiD programme. The aims that underpinned communications and marketing within the programme were two-fold. The primary aim was to address the lack of engagement in local government itself, using communications and marketing activity to achieve this. In-turn it was expected that greater levels of community engagement would encourage greater levels of diversity and reduce the preconceived barriers that are associated with standing for (or engaging with) local government (as outlined in the Literature Review above).
- 4.14 A secondary aim was to promote the DiD programme itself and the separate delivery strands within it. For example, promotion of the mentoring initiative was needed to encourage mentee applications, whilst also promoting the need for greater diversity in democracy on a wider scale.
- 4.15 Further detail about the communications campaign is covered in a chapter below (see Chapter 0). Each delivery strand's communications and marketing approach is discussed in turn.

5. Mentoring Initiative

Introduction and rationale

- 5.1 The mentoring initiative was central to the delivery of the DiD programme. By pairing mentors (councillors) and mentees (members of the public), the initiative aimed to develop the skills and confidence of potential candidates, with the longer-term aim of encouraging them to stand for local government.
- 5.2 As discussed, out in the literature review, the DiD programme was established due to the findings and recommendations set out in the report *On Balance: Diversifying Democracy in Local Government in Wales* (Expert Group in Diversity in Local Government, 2014). The report outlined that the success of previous initiatives (such as *Step Up Cymru*) as a key rationale for Welsh Government to deliver a mentoring scheme. Targeted and personal support was considered a successful way in which to encourage participants to stand for election and heighten political awareness.

Objectives

- 5.3 The objectives of the DiD programme were driven by the *On Balance* report (Expert Group in Diversity in Local Government, 2014). In response to the recommendations of the report, Welsh Government committed to 'develop a shadowing scheme in Welsh local government in 2015 /16' (Welsh Government, 2014). Correspondingly, the Programme Brief for the DiD programme, under 'Element 4: Widening Participation in Local Government' stated that a mentoring scheme will improve the diversity, and numbers, of candidates standing for elections in County / Principle Councils, and potentially be expanded to town and community councils) (Welsh Government, 2014). The key recommendations under mentoring were (Expert Group in Diversity in Local Government, 2014):

- The Welsh Government should collaborate with the WLGA, equalities groups and, if appropriate, the Assembly's Presiding Officer, to establish a shadowing / mentoring scheme in the period two years prior to the next local elections. This could be widened to include town and community councils, in cooperation with One Voice Wales.
- Diversity Champions in each council should be encouraged to play an external role in encouraging greater participation in local government.
- Every councillor should be encouraged to mentor a potential successor candidate for their seat.
- An ongoing campaign, to ensure that the need to improve diversity in local government remains in the public eye and to maintain contact with networks of under-represented groups. This should include publicity for role models, and materials targeted to reach appropriate audiences.

5.4 Based on these recommendations – and scoping interviews with the programme delivery team – the following thematic objectives were identified in relation to the Mentoring Initiative which have been used for the evaluation (see [Annex B](#)):

- Establish Diversity Champions and / or Mentors across all local authorities in Wales (OB.1).
- Identify suitable mentees and deliver a suitable Mentoring Initiative (OB.2).

5.5 Overall, these objectives were based on the recommendations within the On Balance report, and the assumption that mentoring is the most effective way in which to address the individual, institutional and sociocultural barriers that people from diverse backgrounds face when running for local government. This in turn – it was assumed - would result in the longer-term outcome that in the 2017 local elections a

greater number of candidates from diverse backgrounds would stand for election.

Contextual background

- 5.6 The focus groups undertaken for this evaluation highlighted a number of issues faced by councillors, which may prevent individuals standing for government, or from engaging in wider activities such as the mentoring scheme. Importantly, these findings serve to confirm conclusions drawn from the literature review, but additionally they highlight the limitations that mentoring may have in addressing cultural barriers faced by people from diverse backgrounds. It is important to consider the context to understand why the mentoring scheme (alone) may not address all barriers to engagement.
- 5.7 A key issue that arose in each of the focus groups was that the level of remuneration provided to councillors was too low. In Swansea, for example, it was commented that the salary of a councillor is a barrier and that it is not enough to attract a young person to a role, however it can be a 'lovely boost to your pension'. It was raised that the levels of remuneration for councillors has not increased since 2012 – yet MP and AM wages have increased. The level does change depending on a councillor's role; however, the more demanding roles (such as front-bench positions) can have a detrimental effect on councillors' employability, due to the time required.
- 5.8 Alongside the level of remuneration, many councillors within the focus groups and mentor interviews commented that the level of time commitment required to be a councillor could be a significant barrier. As stated in one focus group, many new councillors become 'daunted' during the first few months in getting to know the processes alongside the number of committees, meetings, and electorate engagements councillors are expected to undertake. One focus group suggested that this was compounded for councillors in rural areas, given the comparatively longer distances to travel to a meeting. Some focus

group participants stated that the democratic services within their council offered support, while one in particular commented that their council has an in-depth induction for new candidates. The issue with time commitment was raised in particular reference to younger people, and women, as they are more likely to have childcare commitments or employment. One councillor commented that the system of claiming childcare allowance was currently inflexible as you had to state what activities you were claiming for – whereas in reality she said that you just ‘do what you can’ (e.g. catching up with Council business) in the free time you have, depending on the need – rather than specific actions that can be planned weeks in advance.

- 5.9 A key theme arising from the focus groups was that councils and councillors generally face negative public perceptions, such as antisocial behaviour (online and face to face). This was put down to two key reasons: firstly, an overall distrust in politicians which many commented had grown over the last few years, and secondly, a general misunderstanding about the responsibilities of county councillors. This is covered in greater detail within the communications campaign section, below.
- 5.10 One key theme emerging from the focus groups was that the culture internally within the council could be hostile towards councillors, with several councillors¹³ mentioning that they had witnessed, or received, derogatory comments due to being a woman, and / or young. As was stated by several people (including mentors), that councillors need a ‘thick skin’ to participate. There was a general agreement that increasing diversity among councillors worked to address these issues, and that this (and attitudes in general) were improving as a result of more women and younger people coming forward as councillors.

¹³ Including some mentor interviews

Delivery and achievements

Delivery approach

- 5.11 The Project Coordinator of the DiD programme engaged with all local authorities in Wales, to encourage councillors to become mentors and / or Diversity Champions. Mentors would provide shadowing opportunities for mentees, whereas a Diversity Champion's responsibility would be to promote equality and the DiD programme within the council, as well as deliver the wider aims of the programme (such as promoting the activities of local government to the community) (Welsh Government, 2014). In practice, the role of the Diversity Champion would overlap with the mentor role. Some Diversity Champions would be mentors, however others would not. The mentoring scheme was promoted via a series of channels, to recruit mentees (see Chapter 0). Training was provided to both mentors and mentees to further facilitate learning for both parties.

Mentor and Diversity Champion recruitment

- 5.12 As stated, the Project Coordinator of the DiD programme oversaw all engagement activities for the programme and used existing personal networks¹⁴ to encourage sign-up to the scheme. To engage the local authorities, the project drew on political support – from the then Minister for Local Government and Business, Lesley Griffiths AM, who wrote to each Welsh local authority, to encourage support for the DiD programme and encourage the nomination of mentors and Diversity Champions (IN.2). A member of the programme delivery team noted in a scoping interview that Ministerial support continued throughout the programme. In collaboration with the WLGA, the Project Coordinator created a Terms of Reference for the Diversity Champion

¹⁴ Prior to the DiD Project, the Project Coordinator had worked on a scheme that engaged with employers to mentor female members of staff. This meant that the Project Coordinator had a list of pre-engaged employers to reach out to.

role, to ensure clarity over the role and responsibilities for the post (see [Annex G](#)).

- 5.13 To include community and town councils within the scheme, a representative from One Voice Wales (OVW) attended steering group meetings (A.6). Furthermore, OVW used their contacts / networks to send out invitations to community and town councils to take part with the DiD programme (A.6). In the Lessons Learnt document, other methods of recruitment are noted – via awareness raising, engagement with council Heads of Democratic Services, Council Leaders, and via social media (Welsh Government, 2017) (A.4).
- 5.14 The Mentoring Initiative additionally aimed to engage with One Voice Wales, to widen participation of the scheme to town and community councils (Welsh Government, 2014) (A.6). The Lessons Learnt document stated that some engagement occurred, and that One Voice Wales was involved in the steering group meetings (OP.3). However, it is also commented that there was generally ‘limited participation by community councillors’, and the document recommended that due to the large number of town and community councils in Wales (735¹⁵) a separate scheme should be set up to focus on this level of government (Welsh Government, 2017; One Voice Wales, 2018)
- 5.15 Generally, the mentor interviews suggested that councillors heard about the scheme directly from the Project Coordinator, although some were recruited from within their council (such as, other councillors or the Democratic Services). In some cases, it is unclear how much their recruitment as a mentor can be attributed to the DiD programme itself – some stated that they already undertook mentoring activities in a bid to increase engagement in local politics and / or diversity in local government, prior to, or outside of the DiD

¹⁵ March 2019

programme. In most cases the motivations of mentors related to addressing diversity in local government because of their own political or philosophical beliefs, or due to their own experience. One female mentor, for example said they signed up to address the 'male dominated council', and another stated she became passionate about addressing equality as she was the only female member of the cabinet at the time.

- 5.16 Overall, the initiative appeared to be successful in terms of mentor recruitment: with a total of 64 mentors signed up across Wales (Welsh Government, 2017). There was no explicit target set out in the Programme Brief from which to benchmark whether this level of recruitment delivers against the objectives. Positively, project documentation states that a mentor and / or diversity champion was nominated in each of the 22 local authorities, suggesting the initiative succeeded in adopting pan-Wales delivery. Challenges noted within the fieldwork and Lessons Learnt document, were that two local authorities would not make time or provide travel allowances for their Diversity Champion (for DiD activities), and that a small minority of councillors ceased their role of champion due to the level of expected commitment.
- 5.17 Interviews with mentors confirmed that some councils and mentors did not have the resource (time) required to fully deliver the activities envisioned for the mentor and Diversity Champion role. Another issue that arose within a stakeholder interview, was that the mentor role appealed to those with an existing interest in equalities, and therefore often (although not always) appealed those with marginalised demographics (such as, women, BME, LGBT+, young). These councillors are already likely to experience a disproportionate number of barriers to being a councillor and therefore are more likely to find it difficult to find the time to fulfil the role appropriately. An example is found within one councillor who was interviewed for the evaluation. Although she signed up to be a mentor and was highly motivated on

issues of equality / diversity, she already struggled to balance her role as a county councillor with childcare commitments and employment. Due to these commitments, she was ultimately unable to take on any mentees.

Table 3 Political affiliation of mentors and political party membership of Welsh councillors

Political Affiliation	(n)	Mentors	Councillors Nationally
		(%)	(%)
Conservative	3	4.7	8.5
Independents	13	20.3	23.9
Labour	31	48.4	47.2
Liberal Democrats	6	9.4	5.8
Plaid Cymru	11	17.2	12.9

Source: DiD Lessons Learnt (Welsh Government, 2017), Local Election Results 2012 (National Assembly for Wales, 2012)

5.18 The Project Coordinator additionally engaged with the leaders of political parties in Wales (A.19), to encourage top-down nomination of councillors that would be interested in becoming a mentor. Table 3 presents the breakdown of mentors according to political affiliation, in comparison to the political group membership of councillors nationally, as reported in the results of the 2012 election¹⁶ (OP.1). Overall, the political affiliation of mentors generally aligns with the national party membership of councillors. There are some instances where there are substantial differences – for example, Liberal Democrats are over represented on the scheme (9.4 per cent mentors, compared to 5.8 per cent councillors). On the other hand, Conservative Party councillors were under represented – with 4.7 per cent of mentors belonging to this party but comprising 8.5 per cent of councillors nationally.

5.19 Interestingly, Independents were generally equally represented in the scheme (comprising 20.3 per cent of mentees, and 23.9 per cent of

¹⁶ This report understands that the results of the 2012 local elections may not be an accurate figure for the candidates present in 2014 when the DiD programme was set up (such as, due to any by-elections and the Anglesey Council election which was postponed until 2013). Nevertheless, it provides a useful estimate for comparison in this instance.

councillors nationally). Given that Independents will not have the institutional framework of a political party to engage with – other, more localised methods of engagement were potentially just as effective for mentor recruitment (this was additionally suggested in a workshop with the Evaluation Steering Group). As discussed in greater detail below (see [Chapter 7](#)), engagement with political parties at a top-level had some limited results.

- 5.20 The evidence collected for this stage of the evaluation has highlighted some challenges with the recruitment of mentors and / or Diversity Champions. One challenge emerging from the mentor interviews, was that the role of ‘Diversity Champion’ was unclear from the outset. In some cases, this led to councillors making the role their own – one, for example reported that she took a lead on promoting the programme within her council (See a [Diversity Champion’s Case study](#) for more detail). In most cases, however, the lack of clarity about the role and resource required, meant that they ceased the role of Diversity Champion after a few months. One stated ‘we had a meeting in Cardiff, and around two thirds didn’t know the difference... programme literature didn’t make it very clear’. Another challenge, as stated, related to the resource of mentors. For councillors with employment, childcare responsibilities, and / or other commitments, it was sometimes difficult to take on the additional role of a mentor.

Mentee recruitment

- 5.21 In scoping interviews and the Lessons Learnt document, it was noted that recruitment for mentees was primarily undertaken by the Project Coordinator, who would pair mentees and mentors with each other. This was confirmed in interviews with the mentors and mentees. In a minority of cases, mentors and mentees were paired independently from the Project Coordinator where:

- The mentee(s) and mentor(s) already knew each other.

- The local authority (one) worked autonomously from the Project Coordinator and instead the Diversity Champion and / or Head of Democratic Services oversaw the matching procedure.

5.22 An in-depth review of how the programme was promoted and advertised, is provided in a later section of this report ([Chapter 7: Communications Campaign](#)). To summarise, the original Programme Brief noted that to recruit mentees the Project Coordinator would work with the WLGA, equalities groups, and the (then) Assembly's Presiding Officer to establish the mentoring scheme (Welsh Government, 2014). The Communication Plan calendar at the outset of the programme noted specific events at which to promote the programme to potential mentees; these included attendance at Coleg Gwent Diversity Roadshows and Public Sector Equality Lead Event (Welsh Government, 2016). In interviews with mentees, a high proportion of them heard about the scheme through another network or group (including, but not limited to: Enabling Wales Programme, Disability Wales, Women Making a Difference, Women's Equality Network). Other ways that those interviewed mentees heard about the programme were:

- social media
- newsletter from Welsh Government
- a councillor.

5.23 In a scoping interview and during a workshop with the programme delivery team it was noted that in some cases, the Project Coordinator did not have sufficient capacity to follow up on all recruitment activities despite generating interest at these events. For a similar reason, the programme delivery team commented that it was often challenging for

the Project Coordinator to maintain all contacts due to the plethora of ways in which they were being gathered.¹⁷

Table 4 Demographics of mentees

	(n)	(%)
Female	37	73
Young people	20	39
Black and Ethnic Minority	10	20
Disabled	4	8
LGBT	5	10
Traveller / Gypsy	1	2

Source: DiD Lessons Learnt (Welsh Government, 2017)

5.24 The Lessons Learnt document presented the total number of mentees that signed up to the programme, and their demographic information. In total, 51 mentees were recruited, and the demographic breakdown is presented in Table 4 (OP.2). There were no set targets for mentee recruitment. The total adds up to more than 51, because some individuals will belong to more than one of the demographic categories listed. In a scoping interview, it was noted that there were challenges in recruiting mentees who had intersectional identities – such as BME women.¹⁸

5.25 As with the interviews with mentors, fieldwork showed that mentees often did not have the time available to commit to the programme. Some of the case studies highlight the difficulties with this commitment. This was generally less of a barrier for mentees than mentors, although identified barriers to engaging with the programme included the issue that if both the mentee and mentor were in employment, it could be difficult to find a time where both could be available. In terms of enablers, one mentee said that BSL interpreters were provided at training events and other activities so she could

¹⁷ Attendance at events, promotional activities, through other groups / organisations, engagement via local authorities, etc.

¹⁸ It is likely that recruitment of BME women to the mentee scheme may have been a priority, as the 2012 Candidates Survey notes that no BME women had run for elected office, during the 2012 local elections (Welsh Government, 2013).

participate in the scheme (See a disabled mentee's [case study](#) for greater detail).

- 5.26 To apply to the Mentoring Initiative, potential mentees were given an application pack, which outlined the broad aims and objectives of the programme and contained several fields that applicants must complete to be considered for the programme. These included basic personal details (name, address, and so forth), the underrepresented groups the applicant might belong to and free-text questions, from which the applicant would outline their reasons for applying to the programme (Welsh Government, 2015). Due to the length of time that has passed since the programme, many mentees interviewed said they could not remember the content of the application pack. Where they did however, most said that it was 'accessible' and asked 'relevant' questions about what they wanted to get out of the scheme. One mentee commented that the questions were 'too focused' on people who were in employment.

Mentor and mentee relationships

- 5.27 In a scoping interview undertaken for this evaluation, and within the Lessons Learnt document, it is stated that in matching mentors and mentees, care was taken to reduce geographical barriers to meeting, and to take account of any political sensitivities by matching people with similar political affiliations (e.g. party membership) where possible. Due to the availability of mentors / mentees this was not always possible, and it was noted within a scoping interview that there was, for example an instance of Labour Party and UKIP members being paired with each other. It was suggested in a scoping interview that a key unexpected benefit of the initiative was cross-party collaboration and networking. Responses from mentees and mentors were mixed in terms of the extent to which cross-party collaboration took place. Some said that they did not see the mentor role as political and therefore were happy to take on a mentee from any political

affiliation. Others did not want to mentor people from political affiliations they did not agree with – one mentor interviewed stated they would not mentor someone from UKIP or the BNP. Some mentioned that while they would be willing to mentor people from different political affiliations – there would be a conflict of interest when giving advice about campaigning, or the extent to which the mentor would be able to support the mentee if they did decide to run for election.

5.28 To ensure the mentoring initiative was helpful to mentees, the programme provided support to facilitate a positive and useful relationship between the mentors and mentees. The mentoring handbook that had been used for the Women in Public Life scheme was disseminated to mentors and sought to provide guidance on what the role of mentoring would entail, the purposes of the programme, and to outline the roles and responsibilities of mentors and mentees. It also provided advice on how to develop communications and the mentor-mentee relationship, such as by holding meetings in a social venue (such as, over lunch), and how to develop a direction for the duration of mentoring (National Assembly for Wales, n.d.). Other support included 'Effective Mentoring Training Days' held in Llandudno and Treforest, towards the earlier stages of the programme (July 2015 and October 2015, respectively) (Welsh Government, 2016) (OP.4). A total of 32 councillors attended the two Effective Mentoring training events (Welsh Government, 2017). Despite this, there were mixed responses from mentors about the level of support they received from the programme, in helping to facilitate their mentee / mentor relationship. For example, one mentor commented that the most challenging aspect of the scheme was 'grasping what they wanted me to give the mentee'. Other comments suggested mentors were able to fulfil their role as mentor, due to experience acquired prior to taking part in the programme – for example, one mentor had worked as a mentor during employment for a Trade Union. Overall the

fieldwork suggested that mentors relied on their own experience of mentoring, rather than programme documentation / guidance.

- 5.29 Additional training was provided to mentors and mentees to develop their leadership and development skills (OP.6) and social media abilities (OP.5). The Lessons Learnt document noted that 66 councillors and mentees attended beginner and advanced social media training, 39 attended the Personal Leadership & Development Training, and 41 attended the Chairing and Presentation Training. The Lessons Learnt document provided insight into successes and challenges. Firstly, it is commented that providing 'beginner' classes for social media training, followed by 'advanced' sessions were welcomed by attendees, and the Lessons Learnt document stated that Facebook and Twitter use increased as a result (Welsh Government, 2017).
- 5.30 As stated within the fieldwork, geographical distance was an issue for some potential attendees as they were unable to cover required distances. This was generally raised as an issue for those located in North or Mid Wales, rather than South Wales. The issues around resource for mentors finding time to go to training (due to childcare, employment, and councillor commitments) was also raised. The geography (and therefore reliance on public transport) was likely to have affected some groups more than others – such as young people, and disabled people who are unable to drive.
- 5.31 Many of the training events (such as social media) were delivered across Wales, however, it was recommended by the Project Coordinator and those interviewed for this evaluation, that a greater dispersion of areas would be covered for any future events. Another suggestion was that training should have been provided throughout the programme rather than just at the beginning, to capture mentors and mentees who joined the mentoring initiative later. Overall, it was commented in the Lessons Learnt document that feedback was

positive from attendees (Welsh Government, 2017). There was mixed response from training attendees about the usefulness of the sessions. Many – due to the time that has passed – stated that they could not remember the sessions, and how they have used the information since. Some stated that they found the social media training useful, for example learning how to schedule posts – and a mentee stated they were more active on social media as a result, with benefits to her business (see this [mentee case study](#) for greater detail). Others however commented that the training could be repetitive in terms of content, and that it was ‘rushed’ due to a lack of Project Coordinator resource, and that overall, more training could have been provided about the day to day work of a councillor.

- 5.32 Overall, the delivery of the training suggests some achievement of upskilling mentees and councillors in social media use (OC.2) – however there remained barriers to attendance, and more resource allocated to this aspect of the scheme might have resulted in more useful content to the training sessions.

Effects

- 5.33 This section of the report documents the effects of the mentoring scheme and is generally evidenced from the interviews with mentees and mentors.

Running for election

- 5.34 As stated, the primary aim of the Mentoring Initiative was to encourage mentees to run for local government (OC.1), with the longer-term aim of increasing the diversity of elected councillors in Wales (IM.3). At the end of the programme, it was reported that 39 per cent of mentees (20) considered running for local government (Welsh Government, 2017), of whom 16 were women, 8 were young people, 7 BME, 3 disabled, and 1 LGBT.

- 5.35 A comparison of the Candidates Surveys for 2012 and 2017 indicates an increase in the number of female county councillors (28 per cent, to 33 per cent), although for reasons previously discussed, the figure should be interpreted with caution (Welsh Government, 2013; Welsh Government, 2018). The gender balance of unelected county councillors remained similar at 29 per cent in 2012 and 28 per cent in 2017 (Welsh Government, 2013; Welsh Government, 2018). The data suggest there was also a decrease of elected county councillors over the age of 60 – falling from 57 per cent in 2012 to 47 per cent in 2017 (Welsh Government, 2013; Welsh Government, 2018). Likewise, the datasets suggest there was an increase in BME county councillors elected – from 0.6 per cent in 2012, to 1.8 per cent in 2017 (Welsh Government, 2013; Welsh Government, 2018).¹⁹ In some mentor and stakeholder interviews, it was commented that a mentoring scheme may not be on the right scale to address these large differentiations in a meaningful way, as it just affects the small number of individuals involved.
- 5.36 Overall, although 21 mentees stated that they would like to stand, 30 did not. Thus, while the initiative may have slightly increased the diversity of candidates (though it is difficult to attribute changes directly to the programme), the majority of those who took part did not end up running for government (OC.1). Furthermore, interviews with mentees and mentors suggest that those who chose to stand as county councillors after the mentoring scheme, were those who had already been considering standing for election in this position. For example, one mentee (see their [case study](#)) was elected to local government but did not attribute her overall decision to stand to the mentoring initiative. Another said that she felt happier standing after completing the mentoring scheme but had ‘an inkling to stand’ before.

¹⁹ As above, these datasets must be treated with caution.

- 5.37 Similarly, those who said they were motivated to take part in the scheme because they ‘wanted to find out more’ about how local government functioned – rather than stand – decided not to stand for government in the end. One mentor stated it ‘was not their initial motivation’ but that their mentee might be more likely to stand in the long run than if they had not taken part.
- 5.38 In one case, the scheme resulted in a mentee deciding not to stand for local government, at a county borough / city council level. One mentor stated that learning about local government, in this case, ‘had a negative effect’. According to this mentor, the mentee worked in the private sector and was ‘put off’ by the perceived slow processes within local government, but positively might be more likely to run for election as an Assembly Member, due a perception of greater influence and faster pace of change. In another case, the time commitments required for the role of county councillor may have put an individual off from standing – one mentee noted that their time commitments, including running their own business, having a young family, and being on the boards of community groups meant that it was not the right time to stand.

Active in public life

- 5.39 The majority of mentees interviewed for this evaluation were already active in some form of public or community engagement – such as volunteering with a political party, or community group. Nevertheless, there is some evidence to suggest that although some mentees did not run in a local government election, they became more active in public life in other ways. Some stated that they felt they knew more about local government processes (see below). Others stood in town and community councils, while two mentees stated that they had become school governors – one taking a lead on equalities in this role. While the scheme was aimed at increasing the number of elected county councillors, it is a positive (unintended) effect of the

programme that some mentees were able to take a more active role in public life as a result of the scheme, which can be seen to deliver some of the longer term aims of the programme (such as, more diverse voices represented in decision making processes).

Knowledge and perceptions of local government

- 5.40 Another key outcome that the mentoring initiative aimed to achieve was that mentees would be more knowledgeable and confident about the structures and functions of local government (OC.6). Mentee and mentor interviews suggested that this was achieved for those who had developed a useful relationship with their mentor.²⁰ One stated that they increased their knowledge about the local area, while another interviewee stated that they were more aware of how the council operates. Importantly, in relation to diversity, one mentee commented that that the mentoring scheme was useful to help migrants and non-British people understand the UK political system and engage with it (see a mentee [case study](#) for greater detail). One mentee (now elected to local government) said that they were ‘more feminist’ and more interested in diversity as a result of the scheme.
- 5.41 Related to the above, was the extent to which mentee perceptions about local government were affected by the scheme. Two mentees commented that prior to the mentoring initiative, they did not realise the full scope of councillor activities – such as issues that are not in the public eye due to security issues. One mentee commented that their perception did not change – stating that diversity is still needed.
- 5.42 The fieldwork has also suggested that a common (unintended) outcome of the scheme was that the knowledge of the mentors was affected by their engagement. Many of the mentors interviewed for this evaluation commented that as a result of their role, they became more aware of diversity and equalities issues as a result. One mentor,

²⁰ As stated, there was some drop off from the scheme due to mentee and mentor availability.

for example, stated that he became more aware of barriers faced by women, which he had not previously considered. He stated as a result of these learnings it 'made me a better councillor' due to greater understanding of issues faced by his electorate, outside of those for disabled people of which they were already well-versed. Another mentor stated that it made her consider the way in which the council comes across in both the political and administrative spheres to encourage participation – for example, via less technical language, and that political parties should be more inviting to new members. With direct relevance to the aims of the DiD programme, one mentor stated that their activities, as a result of the programme, had raised awareness of diversity issues amongst those who were not directly involved in the scheme, but had participating colleagues within their council.

Networks

- 5.43 Another outcome noted by some mentees and mentors was the development of relationships that have lasted beyond the scheme. Some mentors and mentees have remained in contact with each other. Examples of this sustained relationship include a mentor offering support should the mentee want it, another saying she sees her mentor every couple of weeks, and a mentee stating that they were in regular contact with their mentor over Facebook as a useful source of knowledge.

Future need

- 5.44 A key part of the fieldwork was to determine the future need for a mentoring scheme. A high number of mentees said that they would recommend the scheme to others or would engage with it again themselves, and likewise most mentors stated that they would be a mentor again. One mentee stated for example that 'it's the only way they can find out whether [being a councillor] is for them or not.' In particular, it was raised that there is a further need for mentoring to:

- provide support for those who do not get support from a political party
- better prepare councillors prior to running for election
- provide support for new councillors to understand the system.

5.45 A minority of responses stated that mentoring on its own was not a suitable approach, stating that it was insufficient to address diversity in the scale necessary across all councils in Wales. One focus group attendee – who was a councillor – stated that a mentoring scheme would have put her off from standing, because it would have demonstrated the volume of work / commitment required in the role (of which she was unaware, prior to being elected).

Conclusions

5.46 A key issue – arising from every aspect of the fieldwork – was that there are a wide range of barriers faced by people from diverse backgrounds, which may prevent them from standing for government. These range from the cultural, individual, and societal barriers (e.g. that women may lack the confidence or underestimate their ability to stand for government) to the more structural and institutional barriers. It is important to note that the structural barriers relating to income, time, and childcare / caring responsibilities were beyond the scope of what the mentoring scheme could address, and therefore the overall goals of achieving diversity in local government by solely addressing the ‘softer’ barriers were perhaps unrealistic. While existing (and developing) legislation (as outlined in the policy review, above) aimed to address the structural barriers associated with running for government – the structural and institutional barriers remained an issue with regards to overall ‘success’ of the project. Therefore, the extent to which the programme could ultimately deliver on its long-term ambitions to increase the likelihood of more candidates from diverse backgrounds (IM.3) and a reduction in the number of candidates that stood unopposed (IM.4) was limited.

- 5.47 Related to the above point, where mentor-mentee relationships were established (with regular meetings), both mentees and mentors developed their knowledge and awareness – for mentees, how council processes work, and for mentors, how these processes may be addressed to encourage greater diversity. Although the knowledge / confidence gained by mentees did not always result in them running for elected office, it is important to note that the skills learned may have enabled the individuals to partake in public life or engage in (local) politics in other ways.
- 5.48 Generally, where an individual did stand in a local government election, the extent to which this could be attributed to the mentoring scheme was limited, as most had some prior motivation to stand ahead of the scheme. Likewise, most of the mentees were already active in public life prior to taking part in the programme.
- 5.49 A key theme from the fieldwork for this evaluation was that sometimes project roles were undefined, or mentors had to rely on previous experience in order to deliver the role effectively. A potential implication was that councillors who had not previously undertaken a mentoring position, may be unclear on what the relationship should look like, or how best to deliver support. A lack of understanding about project roles related particularly to the role of Diversity Champion – most mentors (who were not Diversity Champions) had not heard of the role, and those who had were not clear of what it entailed. As one mentor stated, these roles ‘can end up not meaning anything’.

6. Communications Campaign

Introduction and rationale

- 6.1 To promote greater diversity in democracy, the On Balance report cited a need for a communications campaign that raised community awareness and engagement in local government. In addition, this included the promotion of diversity within local government, with the overarching goal of generating a government that is more representative of its populace (Welsh Government, 2014).
- 6.2 There was the specific communications campaign delivery strand within the programme. This was focused on wider marketing and promotion of diversity in government, and the promotion of local government to gain wider community engagement. In addition, promotional and communications activity was carried out across the five delivery strands of the programme. For example, the mentoring initiative was promoted to potential beneficiaries, mentors and the wider public. An estimated total of £13,300 was spent on the campaign with activities such as events, newsletters, and use of banners / printed materials This helped to recruit for the initiative, whilst also raising awareness through the schemes wider influence. This delivery strand did not form the central focus of allocated resource in the delivery of the DiD programme.

Objectives

- 6.3 As stated previously, the key contextual driver for the DiD programme was the On Balance report (Expert Group in Diversity in Local Government, 2014). The recommendations from this report that underpinned communications and promotion activity within the DiD programme were as follows (Expert Group in Diversity in Local Government, 2014):
- Local authorities should encourage secondary schools, as part of the 'Active Citizenship' goal in the Personal and Social Education

Framework, to arrange for local councillors to speak to school students about their role. Councillors from under-represented groups should be encouraged to participate in this (Recommendation 14).

- Community councils should take advantage of the provisions in the Measure to co-opt youth ‘councillors’ in a non-voting role and county councils should consider the merits of adopting similar procedures, including the creation of ‘shadow’ Youth Cabinets. There should be a campaign involving One Voice Wales and other interested parties to promote town and community councils to increase public awareness of their role and as a potential entry road into political life for under-represented groups (Recommendation 15).
- There should be a publicity and educational campaign, involving Welsh Government, local government and relevant equalities and civic partners, to ensure that information is received by the public about local government and that the idea of becoming active in local government is carried into the community (Recommendation 19).
- There should be an ongoing campaign, linked to 18 above, to ensure that the need to improve diversity in local government remains in the public eye and to maintain contact with networks of under-represented groups. This should include publicity for role models, targeted to reach appropriate audiences (Recommendation 20).
- Local authorities which do not already broadcast their meetings should commence doing so, as well as making full use of other social media outlets to engage with a wider public (Recommendation 23).

6.4 The following thematic objectives were developed in relation to the communications campaign and promotion activity of (and within the delivery strands of) the programme. This insight has been informed by

programme documentation, scoping interviews with the programme delivery team, and workshops with the client and evaluation steering group. Insight has been used to measure the communications campaign's achievement of the following objectives (see [Annex B](#)).

- To increase public awareness of the programme (OB.6) — corresponding to recommendations 14 and 15.
- To increase the ability of councillors to engage with the public via training sessions (OB.5) — corresponding to recommendations 19 and 23.
- Deliver a multi-platform campaign to promote awareness of local government (radio, television, social media, leaflets, networking) (OB.9) — corresponding to recommendations 19, 20 and 23.
- Collaborate with existing equality networks and advocacy groups in Wales (OB.4) — corresponding to recommendation 20.

6.5 It is important to note that these objectives were underpinned by the common assumption that marketing and communication activities are effective and reach the general public in a positive way. The consensus from fieldwork undertaken (to be explored further in the following sections) is that, the promotional materials were received positively, however, they could have been more effective in reaching individuals with protected characteristics.

6.6 The accessibility of promotional materials, such as multiple formats for individuals with impairment was a key element of delivery that was explored within fieldwork to further test this assumption. From those who took part in the fieldwork there were no complaints about the accessibility of promotional material, though many could not remember them, as the evaluation was carried out 18 months after the end of the DiD programme.

6.7 Table 5 provides an overview of the communications and promotional activity undertaken within the DiD programme and the corresponding programme delivery strands that they relate to.

6.8 The target audiences for the communications campaign were (as outlined within the communications plan) (Welsh Government, 2015):

- the general public
- equalities networks
- media
- employers.

Table 5 Communication and Promotion Activities

Activity	Delivery Strand						Audience
	Comms Campaign	DiD programme	Mentoring Initiative	Employer Initiative	D2D	Political party strategy	
Twitter Campaign using #DiDCymru	✓	✓	✓	✓		✓	The public
Website	✓	✓	✓	✓	✓	✓	The public
Information pack	✓	✓	✓	✓			Champions, mentors and local authorities
Magazine Article	✓	✓	✓	✓	✓		the Women's' Institute - Public (targeted demographic group)
Quarterly email updates for stakeholders	✓	✓				✓	Stakeholders including Electoral Reform Society, Equality and Human Rights Commission, Welsh Assembly, Diverse Cymru, WLGA, One Voice Wales (OVW), Chwarae Teg and political parties, local authority members, steering group members etc.
Week in the life of a councillor video clips	✓	✓		✓			The public
Facebook account	✓	✓	✓		✓		Private: used by mentors, mentees and the Project Coordinator for networking and discussion
Collaboration with equalities networks	✓	✓					OVW, Chwarae Teg and Women Making a Difference
Networking at events and through wider	✓	✓	✓	✓		✓	Project stakeholders as above.

project stakeholders

Attendance and promotion at events	✓	✓		✓	Diversity roadshows (e.g. Coleg Gwent etc), equalities conferences, equality/ diversity champion network events, conferences, rural shows and a political party conference.	
Promotional materials disseminated to the public (e.g. Mentee Flyer, posters and leaflets)	✓	✓	✓	✓	Mentee Flyer targeted at individuals aged 45+, BME, LGBTQ and disabled individuals. Other material distributed through local governments and prominent locations in the area e.g. supermarkets and hospitals.	
Promotional materials disseminated to stakeholders	✓	✓	✓	✓	✓	Stakeholders as listed above.
Radio interview	✓	✓	✓		Bro Radio Barry - the public	
Programme Presentations / lectures		✓			Council Events (e.g. Vale of Glamorgan day event), WLGA equalities conference and network meetings, Disability access group meetings, Voluntary sector network meetings	
Training days			✓		Local government locations – for mentors and mentees	
Communications with organisations and employers				✓	Through employer programmes e.g. Welsh Ambulance and Chwarae Teg – employees/ people within these organisations.	
Question Time panel events				✓	As above – staff and project stakeholders (Chwarae Teg) invited.	

Adapted from the Communications Plans (Annex 1 & 2) and Diversity in Democracy Lessons Learnt (Welsh Government, 2016; Welsh Government, 2016; Welsh Government, 2017)

Delivery and achievements of the Communications Campaign delivery strand

- 6.9 The communications and promotional activities aimed to deliver a multi-platform campaign and to increase the awareness of the programme (OC.6 and OC.4). As can be seen in Table 5 a significant amount of promotional and communications activity was undertaken within the programme's delivery to promote and communicate the DiD programme (Welsh Government, 2016; Welsh Government, 2016).

Wider communications activity

- 6.10 Specific outputs included promotional materials such as flyers, posters and magazine articles, and awareness raising activity which included presentations (at a number of events) and a radio interview (OP.8).
- 6.11 Six short video clips were developed in partnership with councillors and local authorities to promote the role of a councillor and encourage diversity in local government (OP.11 and OC.4). Diversity events were undertaken within each of the delivery strands, and wider marketing materials such as flyers and posters were distributed to each local authority for dissemination locally (OP.8 and OP.9). Unfortunately, the dissemination and audience of the DiD videos were not monitored through the programme. Despite achievements made in delivering these activities, interviews with mentees and mentors suggested the need for a communications campaign that promoted the role of a councillor and diversity in local government. Interviewed mentees and mentors noted there is an on-going wider need for the benefits of greater diversity to be communicated to the public. This included improved decision making, inclusion of wider perspectives / experiences in the council and a more engaged electorate. This aligns with the academic viewpoint that a more diverse government would increase accountability and scrutiny in local government and would improve civic engagement, as outlined within the [literature review](#)

(Baclijsa, et al., 2008; Andrews, et al., 2005; Durose, et al., 2013; Mackay & McAllister, 2012). On the other hand, one councillor expressed concern that too much promotion could have a negative effect. They stated that excessive promotion of the role of a councillor / diversity in local government could 'put people off' and cause them to disregard promotional materials. It was commented that during the programme it was a 'very hard balance' to give potential candidates a realistic overview of the role of county council, without dissuading them from standing.

- 6.12 The social media campaign was launched and sustained using the hashtag '#DiDCymru', through Twitter and Facebook social media platforms (A.15). Individuals were reached through social media (OP.10), with one mentee confirming that they discovered the mentoring initiative through Twitter and Facebook. Many programme participants (mentors and mentees) stated that they engaged with the social media campaign to a small degree, throughout the delivery of the programme. From the fieldwork undertaken, the majority of engagement with mentors and mentees was through Twitter. Mentors stated that they would tweet events and one mentee said that she would regularly take a photo with her mentor when they met and would post it on Twitter, using the hashtag (OP.10). One mentee stated that the DiD social media account would post relevant messages and engaged with the media regularly, however, they received little engagement from other social media users. Some mentees felt that the Facebook group could have been used more effectively to provide support to mentees.
- 6.13 A programme website was also launched (A.14). The webpage was used for the majority of mentee applications, awareness raising, sharing information and promotion of project training events (Welsh Government, 2017) (OP.8). This web page linked to the Welsh Government website. Those who took part in the fieldwork did not engage extensively with the website and one mentee stated that it

should have been signposted more clearly on Welsh Government web pages.

Wider public perceptions of councillors and councils

- 6.14 Though face to face contact was completed with equalities networks, groups, employers and the general public throughout the delivery of the programme, in this area the fieldwork revealed that much more needed to be done to improve the public's perceptions of councillors. It was perceived by those who partook in the fieldwork that the nature of a councillor's role was largely unknown amongst the general public (OP.11). One commented that reports of a pay-rise for councillors 'was dressed up like greedy landlords... [the public] don't realise it's for £13,000.' Councillors also stated the public often do not understand which services councillors are responsible for. A lack of awareness was affirmed by an elected mentee from the mentoring initiative, who stated that they were shocked by the number of responsibilities that a councillor has and the amount of work that they were expected to do. Similarly, one focus group attendee stated new councillors experience a steep learning curve in the first six months, 'bringing them up to date of what the individual services do... that is where a lack of understanding is'. Positively, one councillor commented that via a series of taster sessions held prior to being elected to the council, 'people were beginning to realise what it involved, younger people realised they could be a County Councillor and work'.
- 6.15 Overwhelmingly, those engaged within focus groups agreed that the public disliked councillors. They believed that the public perceived councillors as 'lazy' and that they were paid too much. One councillor stated that he did not claim expenses in fear of negative public perceptions.
- 6.16 Discussions arose in the focus groups about how social media had increased the level of scrutiny that councillors are under from the

public. This, they fear, has discouraged people from standing for these roles, which may be the case especially for individuals who have protected characteristics.

6.17 Focus groups also indicated that a negative culture, within the council, and between the Welsh Government and the local councils themselves could be disconcerting to individuals who were contemplating standing for election. Focus group participants commented that in relation to budget cuts from central government and increases in council tax to fund service delivery 'there is a melting pot of negativity' which 'reinforces the negative stereotypes that the public have about local government.' Overall it was suggested that this may put people off from standing.

6.18 A consensus that emerged from these discussions was that there was still an urgent need to address the misconceptions of government in order to increase the number of candidates and increase the level of diversity in democracy. This suggests that there is still a need to promote the role of a councillor more effectively (OP.11).

Delivery and achievement within the Diversity in Democracy Programme delivery strands

Mentoring Initiative

6.19 A significant proportion of the communication and promotional activity undertaken was within the mentoring delivery strand. This was reflected within the activity listed in Table 5 (Welsh Government, 2016; Welsh Government, 2016).

6.20 It was difficult to determine the number of people from protected characteristics who may have engaged with other information and communications that were disseminated as part of the DiD campaign. However, the aims were largely achieved within the mentoring initiative, where 51 individuals from under-represented groups signed up to be mentees (OP.2). As discussed above, the programme

delivery worked with equalities networks and representatives, including the Women's Equality Network, Women Making a Difference, Disability Wales and One Voice Wales, of which some mentees found the initiative through (OC.4). Furthermore, regular updates were sent to these stakeholders, and network meetings were attended by the delivery team to raise the profile of local government among groups with protected characteristic (Welsh Government, 2017). This would indicate that this objective was largely achieved within the delivery of the programme; however, the fieldwork undertaken has reflected that improvement in this area is still required.

- 6.21 One mentee stated that they found the mentoring initiative difficult to find even though they were looking for it. Therefore, it is these individuals less active in public life that may need to be considered in a communications strategy for a future programme. Furthermore, an insight from one focus group was that allowing the councils to launch and attract mentees in their own areas may have been more targeted and effective.
- 6.22 Of the mentoring strand promotional activity, an area of significance was the provision of awareness raising materials / information packs for those involved in the mentoring initiative (OP.8). This included the mentoring handbook which aimed to increase local authority councillors' understanding of the role and allow local authorities to nominate a mentor (OP.1). There were 64 councillors recruited to become a mentor as part of the mentoring initiative, suggesting that the communication and promotion activities of this delivery strand were effective (Welsh Government, 2017).
- 6.23 Despite this, a councillor interviewed stated that there was little awareness of the programme within his council and 'only those who were involved knew about it'. This may be because some stated that they heard about the initiative through the Project Coordinator or

through conversations with other council members and Heads of Democratic Services. Contrastingly, one councillor stated that the launch of the scheme itself was helpful in her council as it increased awareness of the lack of diversity in local government, even for those that were not involved with the programme. The varied nature of councils (e.g. geography, size, demographics, political make-up) will be important to consider in any future scheme in terms of how it is promoted.

- 6.24 Another element of promotional activity within the mentoring initiative was to encourage mentors and mentees to attend events and training sessions (A.16). Of those engaged, almost all were aware of the training programmes and events. Only one mentee was not aware of these events and this may have been due to their lack of engagement with the mentoring initiative (see this [case study](#)).

Employer Engagement Initiative

- 6.25 Communication and promotional activities were undertaken in order to engage employers with the DiD programme and encourage them to support employees becoming active in local government. A summary of communication and promotion activity is provided in Table 5 (Welsh Government, 2016; Welsh Government, 2016).
- 6.26 This aligns with the wider thematic objectives of communications and promotional activities across the DiD programme, including objectives to deliver a multi-platform campaign (OB.9) and to increase public awareness of the programme (OB.6), and also aligns with the specific objectives of the employers' engagement initiative to be discussed in greater detail in the [next section](#).
- 6.27 Communications and promotional activities aimed at employers included promotion of the benefits of being a councillor / having an employee as a councillor within newsletters / leaflets / websites and social media (OP.8). The programme had greater traction with emergency services and employee development schemes (e.g.

Welsh Ambulance and Chwarae Teg²¹), with whom three question-time type events were facilitated. This would suggest that the output of employers promoting the scheme to employees was not wholly achieved (OP.14).

- 6.28 A stakeholder stated that engagement with wider public services and the third sector should be explored more in the future. The DiD Project Coordinator engaged with employers primarily through existing networks and contacts. Nevertheless, as discussed within the employers engagement strand, the programme did not succeed in engaging with organisations. Overall, the project undertook little outreach activity through the Employer Engagement Initiative. Therefore, it was suggested within the fieldwork undertaken (within a focus group session and a mentor interview) that the development opportunities of being a councillor and the benefits to businesses of employing a councillor need to be promoted more widely.

Door to Democracy (D2D) Fund

- 6.29 Though communications and promotional activity of the door to democracy fund would have been facilitated through wider DiD programme promotional activity (e.g. programme presentations) no specific activities were carried out under this delivery strand as the fund was not implemented. If this fund was successfully launched in the future, it is likely that communication and promotional activity would be undertaken to increase awareness of what it could offer and encourage uptake to deliver on the objectives. This will be discussed further in the corresponding [D2D section](#).

Engagement with political parties

- 6.30 Political parties were engaged with as a key driver of change. As one of the objectives of the communications campaign, collaboration with

²¹ A female employee development scheme

political parties was key to increasing levels of diversity in democracy (Welsh Government, 2015).

- 6.31 One particular activity undertaken within this strand was the placement and distribution of promotional materials at a political party conference (Welsh Government, 2016). This would suggest that some commitment was made from that political party to support diversity through its local democratic processes, policy messaging and communications (OP.12).
- 6.32 Insights from interviews with the programme delivery team indicated a lack of engagement from political parties throughout the delivery of the programme. Two agreed that engagement by political parties was not sustained throughout the programme²². One member of the delivery team stated there was variable and sporadic engagement throughout the programme from political parties. They stressed the importance of their engagement in order to improve the levels of diversity in local government. Despite this, a mentor interviewed did not believe that the political parties were that significant in implementing this change, rather, they believed that as a lot of people were not members of political parties, a wider communications and promotions strategy was required. Contrastingly, some mentors and stakeholders stated the opposite, and believed that political parties had an opportunity to create transformative change through adaptation of their selection procedures and processes.
- 6.33 From the fieldwork undertaken, most mentors have stated that they undertook their role individually and were not directly encouraged or supported by their political party.

²² Two scoping interviews stated that the sustained engagement of political parties was lacking throughout the programme. One stated that the Liberal Democrats were more engaged, whereas the Labour party were not. The participant stressed that participation of the latter was important to bring about change.

Effects

Audiences reached

- 6.34 The communications campaign aimed to reach the general public, equalities networks, the media and employers to promote the role of a councillor and diversity in local government through a multi-platform campaign (OB.9). This was achieved through the dissemination of awareness raising materials, events and a social media campaign (OP.8, OP.9 and OP.10). This was intended to contribute to the long-term impacts of increased numbers of diverse candidates standing for government (IM.3), improved democracy by a reduction in the number of candidates that stand unopposed (IM.4) and greater community engagement in local government (IM.7).
- 6.35 Insights from the fieldwork undertaken reflected that although these groups were reached, the outcomes and impacts of this engagement is likely to be small as a much greater publicity campaign is needed. As outlined above, there was a belief that local government itself and the role of a councillor was viewed negatively by the public. Aligned with the White and Green Papers, the negative perception would need to be tackled in order to encourage a greater number of individuals putting themselves forward as potential candidates. Some councillors stated that there was a lack of candidates universally, and, therefore it would be hard for greater diversity in democracy to be afforded in local government without candidates coming forward (IM.3, IM.4).
- 6.36 Suggestions for future communications and marketing activity included a larger, centralised campaign that was backed by the Welsh Government.

Collaboration and networking between those engaged

- 6.37 The communications strand and the wider programme delivery team maintained communication between those engaged, including

equalities networks, political parties, WLGA, councils and wider stakeholders, as outlined above (OC.4). This was intended to develop links between Welsh Government and equalities organisations (IM.6), whilst also increasing the likelihood of more diverse candidates through wider awareness and encouragement within these stakeholders (IM.3).

6.38 As outlined above, relationships between the programme's delivery team and these networks dwindled throughout the delivery of the programme.

6.39 A mentor stated that they have maintained relationships with the programme delivery team. This mentor has continued to liaise with equalities networks in her area and recruit councillors from within equalities organisations, representing a positive impact of the intervention. Please see this [case study](#) for greater detail. The extent that this outcome can be attributed to the programme, however, is unclear, as many of those engaged stated that more contact, feedback and events at the close of the programme would have preserved these networks and relationships.

Awareness of the role of a councillor

6.40 There is limited evidence to suggest that awareness of the role of a councillor has increased as a result of the activities undertaken within the communications campaign. As reflected in focus groups undertaken, there is still a need for greater awareness of what the role entails.

6.41 The effect of greater awareness, however, does not always mean that people are willing to undertake council positions. As stated by one councillor, she would not have stood if she had known all that the position entailed. This suggests that greater awareness of the role of a councillor does not necessarily equate to a greater number of people choosing to stand. Despite this, councillors stated that public perceptions had to be improved through a promotional campaign, in

order to encourage more candidates and have a chance of improving the level of diversity in local democracy.

Councils promoting greater diversity in democracy

- 6.42 An intended outcome of the programme was for Diversity Champions to be active in promoting the DiD programme within the council and community (OC.5). In the longer term this could lead to councils embedding equality processes to encourage more diverse candidates (IM.5).
- 6.43 Only one interviewee confirmed that they were a Diversity Champion and undertook pan-Council communication and promotional activities within their role. This individual has continued these practices since and champions greater diversity in her council, which can be seen as a positive impact of the communications campaign (see this [case study](#)).

Political parties engaged

- 6.44 An intended outcome of the programme was to increase awareness of the importance of equality and diversity among the political parties in Wales (OC.3). Of the political party representatives interviewed (one from the Liberal Democrats, Labour, Conservative and Plaid Cymru parties) only two directly engaged with the DiD programme (some of those interviewed had come into their post since the programme had finished). All representatives were aware of the need to increase diversity in local democracy. One, for example commented that they were 'very conscious' of the levels of elected women in their party, while all referred to existing efforts to increase the numbers of under-represented groups at all levels of government. One stakeholder commented that their awareness of diversity had improved since engagement with the programme, however none of the party stakeholders commented that their practices / selection procedures changes as a result.

This might reflect that political parties were little engaged as a result of the communications campaign. Despite some political party stakeholder attendance steering group meetings, there is little evidence to suggest selection procedures were changed as a result of their engagement with the scheme. With regards to communications, one stakeholder commented that they were uninformed of the outcomes of the project (such as any lessons learnt). This suggests a future programme should maintain communications at close of the project so all stakeholders can benefit from lessons learned. Further insights and conclusions about the scope of the campaign can be found in the section below.

Local Government Candidates Survey

- 6.45 Within the On Balance report, the Expert Group on Diversity in Local Government reviewed the results of the 2012 Local Government Survey of Candidates, and provided a series of recommendations on how the survey could be improved to make it more effective in assessing equality and representation in local government in Wales (Expert Group in Diversity in Local Government, 2014). The survey was not administered by the DiD programme directly but promoted as part of the Communications Campaign.
- 6.46 The survey was initially introduced under the Measure,²³ which stipulated that a profile should be built of the demographics of all successful and unsuccessful candidates (at county and community level council elections) (Expert Group in Diversity in Local Government, 2014). While the survey was useful (for example, it highlighted gender gaps), the Expert Panel made a number of recommendations to improve the survey (Expert Group in Diversity in Local Government, 2014). These were (Expert Group in Diversity in Local Government, 2014):

²³ The Local Government (Wales) Measure 2011

- to include qualitative data from candidates and potential candidates who decided not to stand.
- to stipulate that local authorities should conduct exit interviews with all councillors who stand down at elections, to understand their reasoning.²⁴
- to compare questions with other surveys used across the UK, to enable better comparisons with other regions
- to work with WLGA and OVW to promote the survey
- to use online platforms for candidates to respond
- to distribute the survey ahead of elections
- to use a single research provider to carry out the survey on behalf of local authorities.

Objectives

- 6.47 The DiD programme therefore aimed to deliver upon some of these recommendations. As set out in the programme brief, the DiD programme would undertake a number of steps to improve the information from, and response rates to the survey (Welsh Government, 2014) in alignment with the On Balance report recommendations.
- 6.48 To improve the response rates, the DiD programme aimed to improve understanding of the survey among candidates by (Welsh Government, 2014):
- working with WLGA and OVW
 - ensuring the survey is made available online for completion
 - distributing the survey ahead of elections
 - using a single research provider to run the survey for local authorities.

²⁴ This resulted in the compilation of the WLGA Exit Survey of Candidates Standing Down which is based on voluntary participation of respondents.

6.49 To improve information from the survey, the DiD programme set out to ensure questions are comparable to other regions, work with local authorities to use the data appropriately to improve diversity, devise how to embed qualitative data in the survey, and conduct interviews with councillors who were standing down (Welsh Government, 2014).

Delivery and achievements

6.50 A comparison of the two surveys (2012 and 2017) has provided some insight into how delivery of the survey was amended (and therefore the extent to which some of these objectives were met). The administrator of the survey shifted from WLGA in 2012, to The Data Unit in Welsh Government in 2017. A number of achievements were made against the recommendations in the On Balance report (Welsh Government, 2018).

- The survey was distributed with election papers, ahead of the election date itself.
- The survey was conducted online (with paper versions made available if requested).

6.51 In 2012, the survey received a total of 3,394 respondents (2,768 were elected, and 716 were unelected) (Welsh Government, 2013). In 2017, the survey response rate was 1,701 (1,272 were elected, and 427 were unelected) (Welsh Government, 2018). Despite a substantially lower level of total responses, there was a considerably larger proportion of responses that were from county councillors, likely due to the changes made to the methodology and distribution.

Table 6 Respondents to the Local Government Survey of Candidates

	2012 (n)	2017(n)
Elected respondents	2,678	1,272
Unelected respondents	716	429
County councillors (unelected and elected)	935	811
Community councillors (unelected and elected)	2,680	1,256
Total responses	3,394	1,701

Source: Local Government Survey of Candidates, 2012 and 2017

6.52 The DiD programme documentation provided limited evidence to demonstrate the extent to which the objectives relating to the Local Government Candidates Survey were achieved, and the effectiveness of the different ways of promoting the survey.

6.53 In terms of improving the information from the survey, the 2017 survey questions have evolved significantly from the 2012 survey. This therefore addressed the recommendation to ensure the survey can be used comparatively with other datasets. The questions on disability, for example (as discussed in Section 2) now closely align with census data (the national census asks the extent to which daily activities are limited by a health problem or disability) (ONS, 2013). However, these changes meant that the 2012 and 2017 data sets cannot be compared in relation to those specific questions, therefore limiting the extent it can be used as a long-term study of the demographic shifts of candidates for local government in Wales. Overall it is recommended that:

- Questions relating to a wider range of protected characteristics are asked (such as, transgender identities, caring responsibilities, and religion)
- The data sets are comparable longitudinally by ensuring that questions are kept consistent

Conclusions

6.54 Overall, the communications campaign delivered promotional materials relating to the different strands of the DiD programme (especially in the instance of promoting the mentoring initiative). However, the evaluation has revealed that the need for communications and promotional activity in order to promote the role of a councillor and greater diversity remains. This suggests that overall the communications campaign and the wider DiD programme was limited in its achievement (OP.11). The level of resource allocated to the campaign was approximately £13,300. This suggests

a future scheme should have substantially greater financial support in order to achieve the aims of the campaign such as attracting more people to engage with the DiD programme.

- 6.55 The most prevalent issue that arose from the fieldwork undertaken was that the role of a councillor needed to be communicated more effectively. It was perceived that there were widespread misconceptions amongst the public about what the role of the councillor entails, and this may lead to increased levels of disillusionment and voter apathy. Furthermore, it was interpreted that this lack of understanding has contributed to greater levels of negativity towards councillors. Such negativity is not conducive to encouraging more diverse candidates, or more candidates. For this reason, greater promotion of local government, and the role of a councillor is needed. This may include face to face engagement, educational activities, and targeted outreach to different community groups.

7. Employer Engagement Initiative

Introduction and Rationale

- 7.1 A key part of the DiD programme was widening participation in local government through engagement with employers to showcase the benefits of being a councillor for the organisation and employees.
- 7.2 Recommendations of the On Balance report focused on engaging public and private sector employers to support staff to become councillors (Expert Group in Diversity in Local Government, 2014). Recommendation 21²⁵ focused on public sector employers, including Welsh Government, to become exemplars in facilitating employees to become councillors. Similarly, recommendation 22²⁶ focused on private sector employers, especially those benefiting from Welsh Government procurement, to encourage staff that wish to serve as councillors. It recommended that the DiD programme could contribute to employers' Corporate Social Responsibility strategic objectives, and to work with the Confederation of British Industry to support this. Employers were therefore encouraged to realise the potential benefits to their organisations, in terms of CSR, training for individuals, and wider personal development.
- 7.3 Welsh Government supported and agreed with the two recommendations in principle. They set out they would explore this further with strategic delivery groups, such as Public Service Leadership Group, Local Service Boards (now known as Public Service Boards), CBI and other employer groups (Welsh Government, 2014).

²⁵ Recommendation 21: 'This campaign should also include approaches to employers to facilitate council membership by their employees. Public sector employers, including the Welsh Government should become exemplars in facilitating their employees becoming and serving as councillors.'

²⁶ Recommendation 22: 'Private sector organisations, particularly those benefitting from Welsh Government procurement, should be encouraged to support staff wishing to serve as councillors, as part of their Corporate Social Responsibility programmes. The CBI should be asked to support this aim.'

Objectives

- 7.4 The two On Balance recommendations outlined above were directly embedded into the Programme Brief as a core part of widening participation in local government (Welsh Government, 2014). As outlined in the Lessons Learnt document, the specific objective was to ‘develop strategy, working in collaboration with employers, to encourage employees to take an interest in local government with the possibility of standing for local election in 2017’ (Welsh Government, 2017).
- 7.5 The objective of ‘collaborating with employers across Wales’ (OB.7) was identified and has been referred to throughout the evaluation. This objective was informed by a review of documents, scoping interviews and logic modelling workshops.

Delivery and achievements

Delivery approach

- 7.6 To achieve the objective of working in partnership with employers the DiD programme set out to deliver a campaign for public and private sector employers, as set out in the Programme Brief (Welsh Government, 2014). This developed further as part of ‘Phase 2’ with the aim to work with supportive employers (which consisted of only public sector employers) to deliver three central activities, which included (Welsh Government, 2016a):
- promotion and provision of in-house ‘Question Time’ events for staff to meet current councillors’ promotion of the benefits of ‘being a councillor’ on the intranet / newsletter
 - review special leave / flexible working policies and procedures.
- 7.7 The delivery approach was embedded within the Communications Plan that stated the aim was to ‘work with employers to promote the benefits of employing councillors by organising external and internal awareness raising events’ (Welsh Government, 2015).

7.8 There are a number of embedded assumptions within the design of the delivery approach to achieve the objective of engaging employers.

Example assumptions include:

- employers are on board with employees working with local government
- employers have the resources and are willing to collaborate
- employers promoting the programme is an effective way to encourage participation in local government.

7.9 The key assumptions relating to this strand of delivery can be related to the motivation and resource of employers, and the relevance to employers of promoting the scheme. A key underlying assumption within this strand, and more widely, is that the more informed individuals are about local government, the more willing they will be to stand as a councillor. This is a significant assumption and further evidence is required to explore the extent that the assumption is reality, especially with individuals from diverse backgrounds.

Delivery

7.10 A key output of the Employer Engagement Initiative was to utilise public sector employers as an exemplar and for private sector organisations to support staff who wish to stand as councillors (Welsh Government, 2014). Therefore, as outlined in the logic model, the output was for employers to promote the scheme to employees (OP.12).

7.11 Within this initiative, organisations committed to be a 'supportive' employer of the DiD programme. This included opportunities for staff to engage with local government councillors, promote the strand of delivery and review their policies and procedures, especially regarding employees wishing to take time off due to public appointments.

7.12 As outlined in the Lessons Learnt document, three 'Question Time' events were delivered from July 2014 to March 2017 (Welsh Government, 2017). Further information about the events delivered are outlined below.

- Welsh Ambulance Service hosted two 'Question Time' events that 17 employees attended. This was hosted in their offices in Newport and St Asaph. The panel participants included: Diversity Champions from the following areas: Torfaen, Cardiff, Merthyr and Conwy.
- South Wales Fire Service hosted a 'Question Time' event with 15 employees in attendance. Participants on the panel were the Diversity Champion from Merthyr Tydfil and members of the South Wales Fire Authority.
- A Skype 'Question Time' event was planned with Natural Resources Wales, however, due to in-house pressures at NRW, the event did not go ahead.

In a focus group, it was commented that there was limited attendance at one of the employer-employee events held as part of the programme. Reasons for low attendance (cited for other elements of the programme) may include resource and transport links.

7.13 As explored in the programme delivery team scoping interviews, due to the limited resource for the DiD programme this initiative was the 'weakest' (programme delivery team Scoping Interview). A tendency to utilise existing networks and relationships with employers resulted in the employer engagement initiative focus was on public sector organisations. This strand focused on engagement with the public sector, rather than the private sector, due to a perception that these employers may be more receptive to the programme. In addition, the scoping interviews discussed the limited offer that was available for employers through the DiD programme, especially in times of economic uncertainty.

- 7.14 Wider communication tools successfully developed as part of this initiative were the [‘Become a councillor guide for employers’](#) and [‘Businesses Supporting Communities’](#) (Welsh Government, 2016). The short document provided a summary of the need for employees to become local councillors and how businesses could further support this (e.g. review policies, encourage staff, pledge support, etc) and how the DiD programme can support this further (e.g. offer to meet existing councillors, provide advice, etc). The scoping interviews highlighted the success of the videos.
- 7.15 The Lessons Learnt document suggested a dedicated project to work with public, private and third sector organisations to actively encourage employees to take part in public life in Wales was required (Welsh Government, 2017). This was supported by the programme delivery team scoping interviews with a need for increased engagement with public and private sector employers.

Effects

- 7.16 As stated, there was limited achievement against this strand, and therefore the fieldwork did not garner insight into any of its effects. The engagement across the focus groups and interviews reflected the DiD programme was right to identify the need to engage with employers.
- 7.17 From the employers’ perspective, it was noted by a stakeholder that ‘there is no real incentive’ for employers to promote the role of becoming a councillor – due to the likelihood of having to take time off work. Many potential candidates may therefore rule themselves out for standing and even see their employees as key decision makers in this respect. Although it was noted in an interview that County / City Councillors in employment are entitled to take 19 days off from work, mentors engaged said that it was often difficult to take this time off. One mentor said that the work needs doing regardless, and so this allowance did not make much difference in terms of freeing up her

time. Likewise, a stakeholder commented that this can be an issue for small employers.

- 7.18 The fieldwork activities supported the findings from the literature review – that councillors often struggle to balance their council duties with employment, due to implications on time and finance. The level of remuneration for county councillors was considered too low as a sole income (more so if the councillor has to financially support more than one person – e.g. children). The rate of remuneration is set on the assumption that councillors spend two to three working days on their role, however, it was generally considered the level of work required was more than the two to three days the wage was based on. This, therefore, meant that councillors would have to work for more than one employer to earn a sufficient income. One mentor interviewed, stated that ‘being a councillor might be more suited to someone who does not have any financial ties’. Across the fieldwork activities, this was generally considered the reason as to why there is a high proportion of people who are retired that are councillors, as they may have the time to commit to the post and are likely to be in receipt of a pension.
- 7.19 Another issue arising from the fieldwork was that the role of a county councillor may not be valued by employers, and that reducing hours to free-up time to spend on council duties may have an adverse effect on career progression. One focus group attendee stated that since moving from the front bench to the back bench, they had sought out part-time employment, however employers / recruiters were often reluctant to offer employment once they found out the individual was a councillor. Likewise, a mentor interviewed stated that after taking a break from employment to focus on council duties full-time, she had found it difficult to find a job and as a result had to retrain in a new profession. Generally, there was a perception among those engaged that employers often failed to recognise the skills gained by being a councillor.

Conclusions

- 7.20 In conclusion, the Employer Engagement strand saw limited achievement against its objectives. Despite some activities (such as events) this strand of delivery was reliant on previous contacts held by the Project Coordinator, rather than processes embedded into project delivery. The fieldwork confirmed the need for a strand to engage employers to address negative perceptions of the role, and perhaps to promote flexible working for employees who choose to run as candidates.

8. Door to Democracy (D2D) Fund

Introduction and rationale

- 8.1 To increase the levels of diversity in local democracy the government needs to eliminate as many (perceived and real) barriers to access as possible. One significant barrier to access was the provision of funding and support for those with disabilities. The English Access to Elected Office Fund pilot scheme prompted the consideration of a similar Welsh scheme to address these barriers, and formed one of the recommendations within the On Balance report (Expert Group in Diversity in Local Government, 2014); Welsh Government should consider the evaluation of the Access to Elected Office project operated in English elections and consider operating a similar scheme for the next local elections.

Objectives

- 8.2 To fulfil this recommendation the Door to Democracy (D2D) delivery strand was included within the wider DiD programme. The objective of this scheme was to deliver targeted financial support that further enabled disabled people to stand as candidates (OB.8).

Discontinuation

- 8.3 Insights from DiD project documentation and scoping interviews reflected that the possibility of a Welsh fund was considered and mechanisms for finance were explored (Welsh Government, 2017). The recommendation of the On Balance report was for Welsh Government to consider establishing a scheme similar to the Access to Elected Office project that was delivered in England. Welsh Government explored options to deliver a similar initiative, however this did not result in delivery of a national scheme.
- 8.4 Technically, the recommendation of the On Balance report which advised the exploration of the feasibility of implementing such a scheme was met. The intent, however, of the recommendation was

for Welsh Government to establish such a scheme and this was not delivered.

- 8.5 It was found that there were legal complications relating to the administration of such a fund. Candidates in local elections can legally only receive finance from 'permissible' donors (Welsh Government, 2016a; Welsh Government, 2017). Welsh Government cannot be seen to be directly financially supporting candidates in local elections as this would be a significant conflict of interest and have a negative impact on the democratic process (Welsh Government, 2017). Therefore, to legally comply, the funding would have to be administered by a body independent to Welsh Government, to prevent a conflict of interest (Welsh Government, 2016a).
- 8.6 Research by the Project Team identified that the cost of administering the D2D scheme externally were deemed prohibitive in proportion to the funding available to candidates.
- 8.7 For these reasons, the continued exploration and development of the scheme was discontinued in the first year of programme delivery (2014) (Welsh Government, 2017).
- 8.8 Nevertheless, since the programme ended, interviews with the programme delivery team indicated that such a scheme would be explored in greater detail in the future²⁷.

Delivery and achievements

Delivery approach

- 8.9 The remaining discussion of the delivery approach is focused on the funding that was delivered within the mentoring initiative.

²⁷ One scoping interview participant stated that there was a need for a disability project of a similar nature to the mentoring strand of DiD that specifically focussed on disabled individuals. The respondent did also state that the Door to Democracy Fund was still 'on the table'.

- 8.10 The communications and marketing materials for the mentoring initiative (both hard copy and online) appealed to disabled individuals and encouraged them to apply.
- 8.11 There was a single request for the mentee application form to be provided in an accessible format, however, as the cost of providing this output for a single request was not considered justifiable (Welsh Government, 2017), the individual was instead provided with one-to-one guidance to complete the form.

Achievements

- 8.12 A total of £3,303.15 was spent within the programme's delivery to support four disabled mentees to participate in the mentoring initiative, over the three-years of the mentoring initiative. This included the provision of BSL interpreters for individuals throughout the scheme (at events and mentoring meetings) and transport / access facilities. One mentor commented that the mentoring initiative was highly inclusive in this respect, which was a real attribute of success within the programme. Another commented that 'diversity was definitely covered... any adjustments were made... everyone did a good job in inclusivity'. Despite this, one mentee stated that they were unable to attend a training event due to the difficulty of obtaining taxi quotes for the long distance required and the need for an accessible vehicle. She stated that the programme delivery team had tried to overcome this and believed that if the training events were available in more locations then it would have been easier to attend them.

Effects

- 8.13 These effects related to experiences raised in interviews with disabled mentees.

Greater involvement in public life

- 8.14 The underlying assumption within the delivery of the D2D fund was that when mentees are supported financially, they are more able and

willing to run as a council candidate (OB.8). This may be true, when looking at one disabled mentee's experience, who felt unable to be involved in local government prior to their participation in the mentoring initiative as 'no one knew who should pay for BSL interpreters'. Furthermore, this indicated that, although the Programme allowed them to partake in this scheme, the continued support and support from wider organisations / funding streams would be needed if they were able to stand as a candidate and campaign for local election.

8.15 This also extended to a mentee's involvement in public life, and in particular local government, after the mentoring initiative had ended as they were unable to stand for election due to the lack of financial support available. The case study within [Torfaen County Council](#) provides greater detail.

8.16 Despite this, one mentee stated that their local labour group paid for an interpreter, so that they could attend a Disability Equality Forum. This may indicate that there are some funding streams available. A reliance on political parties to provide this support, however, could alienate Independents.

Understanding of what is needed to create a fund in the future

8.17 One outcome of the programme is that the prospect of such a Fund has been brokered. This is somewhat significant as it opens the door for such a scheme in the future which is likely to enable more candidates from diverse backgrounds to stand for government (IM.3).

Greater awareness

8.18 An outcome of the Programme was increased mentee understanding (OC.5). A councillor interviewed stated that, after mentoring a disabled individual they also gained understanding and awareness of the barriers that individuals face. This awareness was important and will be needed if greater diversity in democracy is to be afforded in the

long-term and councils are to adapt their practices and processes to encourage more diverse candidates (IM.5).

Lessons from other nations

- 8.19 In Scotland, they have in place the Access to Elected Office Fund (Scotland), which is delivered by Inclusion Scotland and funded by Scottish Government (Inclusion Scotland, 2018). The Fund offers financial assistance to disabled people running in the 2021 Scottish Parliament election, and in any by-elections for Local Authority and Scottish Parliament seats. Financial assistance includes the cost for; transport, personal assistants, communications support, equipment and assistive technology. Inclusion Scotland reported that in the '2017 Local Authority elections, there were 39 disabled candidates supported by the Access to Elected Office Fund pilot scheme. Of these candidates, 15 were elected, representing 4 different political parties in 12 different councils'. Eligibility for the Fund requires the following criteria: to self-define as disabled under the Equality Act 2010 definition, stated intention to seek selection, been selected, or planning to seek election, and be eligible to be a candidate, as per the relevant electoral regulations.
- 8.20 The Access to Elected Office for Disabled People Fund (England) evaluation explored how effectively the 2012 to 2015 pilot Fund achieved the aim to meet the additional disability-related support needs and costs disabled people could face in seeking elected office, thereby increasing the under-representation of disabled people in local and national political life (Government Equalities Office, 2015). The Fund supported 94 individuals at a total cost of £418,733 across Parliamentary, local authority and Town and Parish elections, with an average award of £4,455 (Government Equalities Office, 2015). This resulted in 67 people standing for election who were supported by the fund that might not have done so if the Fund had not been available and 10 funded candidates were elected (Government Equalities

Office, 2015). The evaluation reported that the Fund candidates were more diverse than elected representatives in terms of gender, ethnicity and age. A clear recommendation the Fund represented value for money and that the Fund should continue.

- 8.21 In England, on the 3rd December 2018 they launched the EnAble Fund for Elected Office, which is delivered by Disability Rights UK and funded by the Government Equalities Office, due to the Access to Elected Office pilot scheme (Disability Rights UK, 2018). The aim of the £250,000 Fund is to support disabled people seeking election in the Local Elections in May 2019 and the Police and Crime Commissioner Elections in May 2020. The Fund will cover the cost of reasonable adjustments required to enable someone to stand for elected office, such as BSL interpreters, assistive technology, a personal assistant, or taxi fares where other modes of transport are not appropriate. The eligibility criteria are similar to the Scotland fund, you must have a 'physical or mental impairment that has a substantial and long-term adverse effect on your ability to carry out normal day-to-day activities', and a genuine intention to seek elected office, for an election that takes place during the timescale of the fund.
- 8.22 The Funds that have been developed and implemented for Scotland and England suggest that disabled individuals in Wales would be at a significant disadvantage in comparison to individuals in the other nations. There is therefore a significant need to put a Fund in place that financially supports disabled individuals in Wales for the next local elections. Given the relative 'successes' of the funds in England and Scotland, Wales has the potential to follow a similar model. A priority for Welsh Government should be to explore the potential for an external body to deliver the financial support with clear eligibility criteria and clarity on what the Fund can support.

Conclusions

- 8.23 The evaluation of the DiD programme has revealed that there is a significant need for a Door to Democracy Fund in Wales. As this strand of the programme was not delivered, it is unclear whether the original amount of £40,000 would have been sufficient. It was, however, a start that the programme was able to spend some financial resource (£3,303.15) on providing support to disabled mentees.
- 8.24 The financial support available in Scotland and England places disabled individuals in Wales, wanting to stand for elected office, at a disadvantage. The development of a fund aligned with practice in the other nations would help to overcome this. Key lessons from other nations suggested that a new Fund in Wales should be delivered by a third-party organisation with expertise working with disabled individuals, which has been a key lesson from the DiD programme. The Access to Elected Office evaluation reported an average grant of £4,455. Whilst modelling would be required, this figure could help provide an indicative starting point for spend per individual to be considered in Wales. In addition to this, it is important to set out key eligibility criteria and what the funding allocation can be used for to ensure clarity for mentees with a disability, and their mentors.
- 8.25 As stated by a mentor, the lack of ongoing support was the biggest barrier that faced disabled mentees and meant that any benefit from the mentoring initiative risked being lost. That individuals should want to take part in public life (and stand for election), but to be denied the opportunity to do so, due to lack of support and funding constraints is a tangible barrier to greater diversity in democracy. As this strand of the programme was not delivered, it is unclear whether the original amount of £40,000 would have been sufficient. It is, however, positive that the programme was able to spend some financial resource on providing support to disabled mentees.

9. Engagement with political parties

Introduction and rationale

9.1 Action for political parties was a key theme of the recommendations from the On Balance report (Expert Group in Diversity in Local Government, 2014). Under this theme, three recommendations were developed, these included (Expert Group in Diversity in Local Government, 2014):

- Political parties and local government itself should encourage successful female councillors to act as mentors, engaging with appropriate local networks (Recommendation 10).
- Each of the major political parties should be encouraged to develop strategies which will result at the next local elections in female members being nominated as candidates in at least 40 per cent of those seats considered winnable by the party concerned (Recommendation 11).
- Leaders of the main political parties should make a public commitment in favour of this target (Recommendation 12).

9.2 The Welsh Government response acknowledged the recommendations were not directly for Welsh Government to deliver, however, the response outlined they could liaise with local government and political parties to deliver the recommendations (Welsh Government, 2014).

Objectives

9.3 The DiD programme Brief directly adopted the recommendations, as per the On Balance report. The political parties' strategy within the DiD programme therefore aimed to encourage female councillors to act as mentors, encourage development of political party nominations strategy, for female member nominations, and made a public commitment to this target.

- 9.4 As outlined in the Programme Brief, the lead organisations to deliver these recommendations were the political parties or leaders of political parties.
- 9.5 The objective that has therefore been developed as part of this evaluation was to ‘encourage all political parties to commit to selecting more diverse candidates’ (OB.3).

Delivery and achievements

Delivery approach

- 9.6 The delivery approach aimed to carry out engagement with political parties to get them involved with these recommendations (A.19). As set out in the ‘Phase 2’ Work Plan, the goal was to create an action plan for promoting diversity in the candidate selection process and to meet with representatives to discuss their commitment to increase the diversity of candidates in the local government elections with mentor nominations (Welsh Government, 2016a). Engagement with representatives from political parties in Wales was carried out to support this activity.

Delivery

- 9.7 Both the Project Coordinator and Head of Democracy met with political representatives (e.g. officers) throughout the DiD programme. Interviews with the different political party representatives confirmed that they (generally) first heard about the programme through the Project Coordinator. The discussions were to encourage the development of strategies to increase the number of females nominated as candidates in at least 40 per cent of seats considered winnable by the party concerned at the next local elections. All parties committed in principle to the aim of increasing the diversity of candidates and to encourage more women to stand (Welsh Government, 2017). Importantly, the Labour party committed to the 40 per cent goal and to use all women shortlists, where possible. The

Labour Party already had All Women Shortlists and had previously made commitments (at UK government level) to increase representation of elected women. The DiD programme achieved the output of commitment from political parties to increase diversity (OP.10) within the Labour party, but only through women rather than individuals from other diverse backgrounds. There isn't evidence to suggest that other parties took direct action as a result of the scheme.

- 9.8 All the political parties engaged with as part of the fieldwork expressed an awareness that diversity among elected representatives – at all levels of government – needs to be improved. To varying degrees, each political party was taking steps to attempt to increase the diversity among local government candidates at different levels (see the discussion below). It is unlikely, however, that changes in awareness can be directly attributed to the DiD programme (OC.3), as pledges to increase diversity among elected candidates had been made from political parties at a UK level.
- 9.9 All political party leaders were regularly informed of project progress via regular updates from the programme delivery team (Welsh Government, 2017). Leaders were contacted and asked to nominate replacement diversity champions and / or mentors in the event of any gaps arising throughout the Programme delivery. The interviews with political parties drew mixed responses in terms of the levels of engagement they received from the programme. One for example, commented that they were not informed at the close of the programme what had been achieved – ‘I have no idea [what happened], and I was on the Steering Group’. It was also stated that there was mixed buy-in from political parties, and that attendance at meetings dropped towards the end of the programme.
- 9.10 Scoping interviews with the programme delivery team highlighted that there could have been increased political engagement with this strand of delivery, but engagement differed across the political parties. As

one stakeholder commented, political party engagement ‘depended on the individual that the party had put forward’ – some of the party stakeholders were engaged and motivated, whereas others required a ‘nudge’. The representatives from political parties differed in terms of their position within the party – however it was commented by one stakeholder that ‘sometimes it would be someone without that much influence or authority that we were speaking to’. Going forward it is therefore a priority that individuals with influence and authority to make the required commitments are engaged with (e.g. to implement unconscious bias training for selection panels).

- 9.11 Key lessons learnt for future delivery within the political parties Strategy are about early commitment from party leaders to ensure the right political representative is engaged and committed to the programme, alongside continued contact with the Leaders’ offices (Welsh Government, 2017). As outlined in the Lessons Learnt document, a tool box of actions could be developed that aims to raise awareness and increase diversity, to facilitate the specific sign up of actions. This could aim to deliver sustainable positive action.

Political party approaches

- 9.12 This evaluation has included a review of the major parties in Wales’ approaches to selecting candidates for local elections, and what implications this may have for enabling equality and diversity among candidates / those elected. The discussion for each party is structured around: who is eligible to run for election, selection procedures, approach to the use of quotas / shortlists for demographics, and any other emerging issues / approaches taken.

Welsh Labour

- 9.13 The Labour Party outlines eligibility requirements within its national Rule Book that applies to all areas of the United Kingdom. To stand as a candidate in a local election, an individual must have had continuous membership of the Labour Party of at least twelve months

(Labour Party, 2018). The Rule Book states that any exceptions must be approved by the National Executive Committee (NEC). In an interview with a stakeholder from Welsh Labour, it was commented that these exceptions may apply to those who, for professional reasons, may have been prevented from joining a party. Within this section of the Rule Book, Clause 1 sections E and F emphasise that the party should recognise barriers faced by different demographics (Labour Party, 2018). Section F states the party 'will take action in all selections to encourage a greater level of representation and participation of groups of people in our society who are currently under-represented in our democratic institutions' (Labour Party, 2018).

- 9.14 The first stage of selection is via the Local Campaigning Forum (LCF), who endorses those who have put their names forward, in accordance with NEC guidelines. In an interview with a Labour Party stakeholder, it was commented that these are primarily to 'vet' candidates, and that there are equalities procedures, such as a set marking scheme, and that all candidates are asked the same questions, to try and minimise issues of unconscious bias. It was commented that there is a set of banned questions, to avoid issues of discrimination (such as asking women about pregnancy, etc). Once members have been shortlisted by the NEC and selection panel, the candidate is agreed by party members, on the basis of one member one vote (OMOV) (Labour Party, 2018).
- 9.15 The Labour Party uses a series of positive-action procedures to increase the number of female candidates in elections at all levels of government. It was commented in an interview that positive action measures are not used for other protected characteristics, because it is prohibited within the Equality Act (2010). The General Secretary of Welsh Labour (with the NEC) agreed a list of winnable wards, with different LCFs across Wales (Labour Party, 2018). Prior to selection of candidates, in winnable wards with two or three members, at least

one candidate must be a woman (Labour Party, 2018). For selection in a winnable ward, the ballot is undertaken in two ballots: the first selects a woman, and the second selects from the remaining candidates. The Labour Party additionally uses All Women Shortlists (AWS), as above the list of winnable seats is agreed with the Welsh General Secretary and LCFs. For these the shortlist of candidates is drawn entirely from women.

- 9.16 The Labour Party additionally has a series of mentoring initiatives, such as the Future Candidates Programme that aims to provide advice and training to members across Wales, who may consider taking part. The programme covers local, Welsh Assembly, and parliamentary elections. Another example is the Jo Cox Women in Leadership Programme, which is delivered across the UK. It provides leadership training to women who would like to take leadership positions in local government, their community, or within the Labour Party more generally.

Plaid Cymru

- 9.17 Plaid Cymru recently undertook research into the level of diversity among its county councillors, which was documented in a report – Diversity Inquiry in Local Government (Plaid Cymru, 2017). Overall, 51 of 197 councillors were female (26 per cent), and two were of an ethnic minority (1 per cent) (Plaid Cymru, 2017). The report explained that the low level of ethnic minority councillors reflects the low level of diversity in wards in which Plaid Cymru councillors are typically elected, however, it does not explain the low level of representation of female councillors. The report outlined a number of ‘next steps’ that the party is taking to improve diversity among their councillors. These changes reflect selection procedures alongside wider institutional and cultural barriers that women may face. The recommendations in the report included:

- equality training for all councillors (regarding sexual harassment)

- delivering a mentoring scheme for potential female councillors.

Related to the aforementioned report, the 2018 Plaid Cymru Annual Conference passed a motion which stated the party would aim to:

- Appoint a Director of Equal Opportunities to lead on delivery of improving diversity and equalities.
- Implement a training programme, targeted at women and BME people.
- Increase the number of women on their national register of members (all of which on the register have the right to put themselves forward for election).
- Adopt a policy of twinning target constituencies where one seat chooses a male candidate and the other chooses a female candidate.

9.18 In an interview with stakeholders from Plaid Cymru, it was noted that the key barriers to selecting diverse candidates are prior to the selection process and are more apparent with regards to the overall low number of candidates to choose from. As per the Liberal Democrats (below) it was commented that the selection procedures for candidates is often localised.

Welsh Conservatives

9.19 In contrast to the Labour Party and Plaid Cymru, the Conservative Party does not have stipulations about party membership to be selected as a councillor (Conservative Councillors, 2015). In terms of gaining a pool of candidates, it was commented that members may put themselves forward, but also that potential councillors may be 'talent spotted'. For example, an active community leader may be approached by the local Conservative Party to stand. As evidenced by the literature discussed above, this mechanism to select candidates is open to significant unconscious bias to the detriment of protected characteristics (e.g. women, and BME).

- 9.20 As per the Labour Party, candidate shortlists are agreed by a selection panel, ahead of a members' vote. In an interview, it was commented that in a ward where there are an insufficient number of members, the selection panel will make the decision.
- 9.21 The Conservative Party does not use quotas or shortlists targeted at increasing women (or other demographics) in (local) government. In an interview with a stakeholder from the Conservative Party, it was commented that selections are made based on ability rather than other factors, such as gender. Nevertheless, in August 2018 the Party Chairman announced that the party was seeking to ensure that half of shortlisted candidates were female (Conservative Party, 2018). Overall, the interviewee stated that the most significant barrier to increasing diversity was increasing the pool of candidates – rather than the selection procedures themselves. It was commented that candidates are selected on ability and referred to a number of selections that he had been involved in, where female and / or BME candidates had been selected over older, white, males despite selection panels potentially holding preconceived ideas of the demographics of their preferred candidate. The implication from the stakeholder was therefore, that unconscious bias may not necessarily be a significant barrier for potential candidates during a selection procedure.
- 9.22 Within the interview, it was commented that women may face disproportionate barriers in running in elections at all levels for example, 'childcare might be an issue', and commented that women generally lack confidence and are less likely to put themselves forward for a role, in comparison to men. It was commented that within the Conservative Party on a UK level, some elected officials (e.g. MPs) hold sessions and meetings, to encourage women to stand for government.

Welsh Liberal Democrats

- 9.23 As set out in the Liberal Democrat Constitution, the selection procedures are devolved to parties on a local level (Welsh Liberal Democrats, 2015). During an interview with a stakeholder from the Welsh Liberal Democrats, it was stated that the party structures are designed like this to encourage more localised decision making within the party. Despite room for variation among the different groups in Wales, the party does outline some key principles to selection procedures within their 'Be A Councillor' guide, which outlines, for example, what type of voting should be used. Furthermore, the guide outlined that to be selected as a candidate, individuals must be 'approved' by the wider party, which usually comprises an interview, and approval from a selection panel.
- 9.24 In contrast to the English and Scottish Liberal Democrats, Welsh Liberal Democrats do not use positive action in the form of All Women's Shortlists to select candidates. In an interview, it was stated that this was because focusing on female candidates might disadvantage male candidates who have different marginalised identities (e.g. BME) – 'you don't solve discrimination by introducing discrimination... we did not want able candidates turned away'.
- 9.25 At the 2016 Welsh Liberal Democrat conference, the motion 'Enhancing Diversity in the Welsh Liberal Democrats' was passed – after the party had engaged with the DiD programme. The motion sets out strong commitment to eliminating prejudice and discrimination, and that there is a need for elected bodies to be more diverse, and representative of Wales' population. The motion rejects the use of restricted shortlists, on the grounds that it may cause division. To enhance diversity, the motion recommended (Welsh Liberal Democrats, 2016):
- That selection panels must have diverse representation – including at least one male, one female, and one member from another

unrepresented group (LGBT+, BME, or disability), alongside a member from another local party.

- Local parties should (like the Canadian Liberal Party) document evidence of how potential candidates from unrepresented backgrounds have been sought out and present this evidence in an annual report.
- That the benefits of diversity (e.g. diverse candidates, role models and committee members) should be promoted to Welsh Liberal Democrat Party members through an awareness raising programme.

9.26 In an interview it was commented that the Association of Liberal Democrat Councillors (ALDC) provides training, support and mentoring for all council candidates, and additionally runs campaigns to increase equality of representation in local government (such as, for BME groups). Furthermore, the website provides a series of resources that can be accessed by members, such as advice on approval and selections (ALDC, 2018).

Implications

9.27 Although the approaches taken by different political parties vary considerably, there are some common themes that a future scheme could consider:

- The selection panels may leave room for unconscious bias.
- Some eligibility requirements (e.g. for the Labour Party) should be considered and made clear to potential mentees and embedded within timetables for programme delivery.
- Political party views towards quotas / shortlists reflect political ideology (e.g. equality of opportunity vs equality of outcome).
- Political parties often struggle to identify candidates to run in local elections.
- 'Safe seats' could be an opportunity to increase the diversity of elected politicians.

- The (typically) high number of incumbent seats during local elections provides a challenge for shifting demographics represented.
- The next local elections will fall in the same year as a general election (as is currently scheduled) which may affect resource of political parties to engage with the scheme.

10. Conclusions

- 10.1 This section of the report provides a summary of key achievements of the DiD programme, and discussions around key strengths and challenges. A full list of achievements against the recommendations of the On Balance report can be found in [Annex A](#).

Summary

Overall DiD programme

- 10.2 The DiD programme set out to enable 'greater diversity in local government' and for the profile of local government representatives to reflect the diversity of the people of Wales (Welsh Government, 2014). Overall, Welsh Government designed and delivered a five stranded programme that aimed to address the recommendations within the On Balance report (Expert Group in Diversity in Local Government, 2014). Welsh Government successfully recruited a Project Coordinator that has managed the DiD programme. Fieldwork activities suggested that she could have undertaken more activity across Wales if she had more resource (time, finance). The steering group was established, with reported mixed engagement to strategically steer the DiD programme.

Mentoring Initiative

- 10.3 The primary strand of the DiD programme, the mentoring initiative, aimed to pair up councillors with potential future candidates, to develop their confidence and knowledge of local government. This had the long-term aim of increasing the number of people from diverse backgrounds standing for local government in the 2017 elections. The Mentoring Initiative succeeded in recruiting 51 mentees and 64 mentors, although there was some drop-off during the programme. Fieldwork activities reported that the barriers that prevent some people in running for government, likewise affected engagement with the scheme – primarily finding time available

outside of council duties, employment, and / or childcare duties, to undertake mentoring activities effectively (see this [case study](#) for more information).

- 10.4 At the end of the scheme, 39 per cent (20) of mentees stated they wanted to stand for election after the programme, suggesting some achievement against the overall aims of the project. Overall however, these numbers are on too small a scale to significantly affect the overall representation of people from diverse backgrounds as councillors in Wales.
- 10.5 The fieldwork stages have provided an in-depth perspective into the level of maturity this strand of delivery reached according to the Maturity Matrix. This report would consider the mentoring initiative to have reached 'maturity' (level 4),²⁸ because although the initiative was delivered there is currently a lack of evidence to suggest that a more diverse cohort of candidates were elected (as directly attributable to the programme), or that the training provided by the programme developed the skills of mentors and mentees (See [Annex G](#) for the DiD Maturity Matrix).
- 10.6 Furthermore, maturity may also be judged on the basis of the extent to which local authorities embed lessons learnt into their policies and practices. It is recognised that some local authorities reached a higher level of maturity than others and lessons can be learned from what drove one council to operate independently from the DiD programme. These lessons primarily relate to the individuals involved in driving delivery of the programme, as well as how responsive the individual councils were to delivering equality and diversity policy internally prior to engagement with DiD.

²⁸ The Maturity Matrix has a total of five levels.

Communications Campaign

- 10.7 The communications campaign sought to engage the community in local government via publicity outreach campaigns (OB.9) and promote and communicate the delivery strands within the DiD programme and the wider programme itself. The campaign may be deemed effective when considering the promotion and communication of some elements of delivery, such as raising awareness of the mentoring initiative, which saw applications and engagement of mentees and mentors. Insights gained from the fieldwork undertaken reflect that, though the communications campaign was effective within the context of the DiD programme, a wider and more exhaustive promotional campaign is needed to promote the role of a councillor and the importance of greater diversity in government. Further scoping / research would be necessary to identify the most suitable marketing channels, activities, and timescales for the research. Without this, it is unlikely that greater diversity in democracy will be afforded in local government in the near future.
- 10.8 When considering the insights gathered within the evaluation against the Maturity Matrix, it is suggested that the communications campaign reached a maturity level 4 (maturity), whereby outputs, including engagement with promotional materials and activities were achieved ([Annex G](#)). The level of engagement with the communications strand's activity was proven to be limited within the fieldwork undertaken, which prevents it being classed as exemplar level of maturity. To reach this level, the activities (including events and communications) would need to be more consistent, the public and diverse groups would need to be more engaged and have greater understanding of the lack of diversity in government and the negative implications of this. Furthermore, greater voter engagement and increased numbers of diverse candidates would have to be observed as a result.

Employer Engagement initiative

- 10.9 The Employers Engagement initiative had the objective to engage with public and private sector employers to support staff wishing to serve as councillors. The DiD programme successfully delivered three 'Question Time' events with public sector organisations and councillors. The employer flyer was a useful addition to explain this initiative. As noted in the programme delivery team scoping interviews and the Lessons Learnt document, there was limited engagement and success within this initiative, due to the lack of human resource available to commit to this delivery strand and the limited incentive for employers.
- 10.10 The fieldwork and desk-based reviews suggest the Employers Engagement initiative was at the results²⁹ (third) level of the Maturity Matrix, due to some employers having been engaged and having promoted the initiative, however, there is no evidence to suggest that these engagement activities resulted in a greater number of individuals putting themselves forward as candidates ([Annex G](#)). Importantly, the fieldwork did confirm that there is a strong need for a strand that engages with employers, as employment was often raised by mentees / mentors as a barrier to becoming a councillor, due to the time commitment alongside attitudes of employers.

Door to Democracy

- 10.11 The Door to Democracy fund was an exploration of a Welsh adaptation of the English 'Access to elected Office' scheme. This aimed to set up a government fund to provide financial resource to disabled people and eliminate any barriers that disability might cause to partaking and standing for local government. Efforts to make the proposed fund a reality were unsuccessful due to legal constraints.

²⁹ Results Level: Activities being delivered. Initial outputs can be observed.

10.12 For this reason, this strand of the programme is at a maturity level 3 (results), whereby some funding (£3,300) was delivered, and initial outputs were observed. Initial outputs were that mentees were able to attend training, participate in mentoring meetings and partake in the Mentoring Initiative ([Annex G](#)). However, this funding was not maintained following participation in the DiD programme to support mentees to stand for election, and the D2D scheme was not formally established, which prevents this delivery strand from reaching level 4 of maturity. To progress to this level, disabled candidates would need to have received support to stand for election consistently across Wales. The fieldwork confirmed that there was a significant need for funding to support disabled candidates, and for recognition that funding will be required on an ongoing basis.

Political party Strategy

10.13 The political party Strategy's objective was to encourage all political parties to commit to selecting more diverse candidates. Early insights suggest the success of engagement with political party representatives was mixed. The DiD programme partially achieved the output of commitment from political parties to increase diversity (OP.10) with the Labour Party, (possibly because the Labour Party was already delivering similar initiatives), but only through women rather than individuals from other diverse backgrounds.

10.14 Insight within the evidence collated suggests the political party strategy strand of the DiD programme is at the 'results' stage of the Maturity Matrix ([Annex G](#)). The political party strategy has been placed here, due to engagement with political parties and commitment to review processes, but yet limited evidence to suggest that the political parties reviewed or adopted alternative processes for the selection of candidates, as a result of the DiD programme.

10.15 In summary, this report places the five delivery strands in the following places on the Maturity Matrix:

- Mentoring Programme: maturity level.
- Communications Campaign: results level.
- Political Party Strategy: results level.
- Door to Democracy: results level.
- Employer Engagement Initiative: results level.

10.16 Overall the assessment of maturity shows some limited delivery of the DiD programme – in that only the Mentoring Initiative progress passed the third level of maturity.

11. Recommendations

Strategic level recommendations

Policy context

- 11.1 . The DiD programme was related to the context in which it was initially set out, however, a future programme could ensure strategic alignment to future shifts in policy, particularly taking on board changes that have taken place since the programme was first designed in 2014.
- 11.2 The **WFGA** remains a significant agenda for Welsh Government, and a future DiD programme should ensure clear alignment with its objectives. This could mean, for example incorporating objectives relating to the seven wellbeing objectives, alongside the following national indicators (Welsh Government, 2015):
- percentage who feel able to influence decision making in their local area
 - percentage of people satisfied with their ability to get to / access the facilities and services that they need
 - percentage of people who volunteer.
- 11.3 Other developments that will affect voter participation in local government, is the proposal to lower the voting age to 16 and 17 year olds in local elections (as discussed in the policy section above). This means that the future programme should embed outreach specifically to these groups – to increase voter turnout (if that is an agreed action of the project). Likewise, mentoring / training to potential candidates will need to consider how this group may vote, and what policies may appeal.
- 11.4 This report also notes that the Welsh Government have recently published an evidence synthesis exploring democratic renewal. This synthesis explores mechanisms of motivating disengaged people in democratic processes (Hunt & Nickson, 2019).. Importantly, a future

DiD programme will need to be mindful of these findings and be sure to embed them into the delivery. This is particularly important around any changes to the voting process and future recommendations on gender quotas.

- 11.5 Finally, changes to boundaries for councils (at a county or ward level) will affect the local elections – as it may mean that existing councillors have no seat. Importantly, this may provide opportunities to challenge ‘incumbents’ via selection and outreach processes. Furthermore, changes in boundaries may also change the political make up of councils – if safe seats, for example, are no longer ‘safe’ or vice versa. Again, an opportunity arises for more diverse candidates to be elected to local government if a higher number of seats are open to reselection.

Mentoring

- 11.6 A strong theme emerging from the engagement activities was the difficulties that councillors face in balancing their council duties with other responsibilities, such as employment and childcare.
- 11.7 Overall, a government programme or intervention in the form of mentoring or training cannot address the significant institutional and structural barriers that prevent people from standing for local government. In line with the recommendation for a ‘development phase’ to be included in any future scheme (see below), it should be recognised that a mentoring scheme (and similar outreach activities) addresses the ‘soft’ barriers (culture, knowledge, confidence) rather than the institutional issues mentioned. Thus, these barriers (despite wider efforts to address them) continued to prevent participation in local government and explained why some mentees did not stand. It is important to note that these issues are not specific to Wales or local government, and any mentoring scheme can only ever make a contribution against these barriers. This is not to say that the ‘soft’ barriers are insignificant, and the feedback from some mentees

reflects this. Some did go on to stand for different levels of government, and others commented that they felt more confident in engaging in local government in the future or learnt 'useful' skills, such as via the social media training.

11.8 Overall it is recommended that any future scheme takes further steps to recognise that training and mentoring can only address some barriers and is therefore unlikely to result in a mentee running for election in every case.³⁰ Outcomes such as knowledge gained, confidence increased, and engagement in other aspects of public life (e.g. volunteering, school governor boards) could, however, be included in project design. Monitoring options could include:

- end of programme surveys that monitor mentee perceptions of scheme effectiveness
- more detailed feedback forms at the end of training events for quantitative, ongoing feedback throughout (e.g. to ensure training is fit for purpose)
- evaluation and monitoring embedded into the programme delivery, from the outset.

Importantly, the feedback could be delivered at regular intervals to any steering groups / stakeholders so delivery and decision making can be informed throughout,

Operational recommendations

Development phase

11.9 A key theme arising from engagement about delivery of the programme was that project roles were undefined at the outset of the programme, and – once definitions had been developed - these were either not communicated to, or not understood by project participants. This related to – in some cases – a lack of understanding about what

³⁰ This is assuming that mentees are recruited in a similar method as the previous DiD program, without a prerequisite that they stand in a council election at the end of the scheme.

the role of a Diversity Champion was in comparison to a Mentor, but also related to the expectations of mentees and mentors. A key recommendation is that a future Diversity in Democracy Programme contains a significant 'development phase' ahead of delivery. The Women's Equality Network Wales Scheme has recently included a development phase in its next scheme, based on its evaluation. This development phase would include, as a minimum:

- The establishment of internal monitoring and evaluation processes, so delivery can be informed through 'lessons learnt' throughout. This 'live' document would be updated at regular intervals noting strengths and challenges of delivery, so approaches (e.g. for recruitment) can be amended throughout.
- Clear definitions and responsibilities for all project roles: the steering group, Project Coordinator, mentors, diversity champion, mentees, etc.
- A training needs assessment (of mentees) and skills audit of mentors / councillors.
- Financial modelling to identify specific detail on how to fund and deliver a Door to Democracy / Access to Elected Office scheme in Wales.
- Development of a recruitment phase for mentors and Diversity Champions, prior to recruitment of mentees – to ensure mentors are fully aware of their role beforehand.
- An options appraisal to identify the required level of resource (time, finance), skills and expertise to ensure all proposed activities can be delivered effectively. For example, explore how many Project Coordinators are needed to deliver the project.³¹

³¹ A key strength of the project was that many interviewees commented that the Project Coordinator was an extremely effective Project Coordinator (in terms of her background, understanding and the amount of work she delivered). A common theme however was that she was potentially under-resourced, and was unable to engage with North Wales to the same extent as South Wales.

- Construct project materials for use by mentors and mentees (such as introductory meeting agendas, and advice on how to set / monitor goals and progress).

Develop a timetable for delivery phases and align project activities around them (for example, a Get Out The Vote social media campaign in the run up to the Welsh Assembly Elections in 2021).

Mentoring Scheme

11.10 The development phase (above) should scope out the extent to which the programme should engage with the hardest to reach (e.g. those not already engaged in public life) or those already involved in networks – as they might be more likely to stand for local government. There could be scope, for example, to have a tiered form of engagement, with tailored aims and objectives for the different populations:

- non-engaged (not active in public life) – with the overall aim of regular participation in a community group or scheme
- interested – those who are active and would like to learn more about local government to the benefit of their community or underrepresented groups
- motivated – those who are active in public life, and who are likely to run in a local government election.

11.11 Another recommendation from the fieldwork was that the mentoring scheme was too short – and that it should be delivered on a rolling basis, from one electoral cycle to the next. Furthermore, support (perhaps in the form of mentoring) should be provided to newly elected councillors. For example, the mentoring relationship prior to the election could be maintained during the first six months of their term.

Political parties

- 11.12 Another key recommendation is that any future scheme should be sensitive around engagement with political parties. There was general agreement from the political parties engaged (and from engagement with some councillors) about how selection procedures can be a key point at which 'unconscious bias' may be a barrier for some people from diverse backgrounds. Different political parties have varied approaches to this - the use of All Women's Shortlists or attitudes towards quotas are demonstrative of diverging views. These viewpoints are generally reflective of political ideologies, such as whether institutions or individuals play a greater role in determining behaviour. Welsh Government must be sensitive to this, to ensure that it does not cause political tensions (e.g. the perception that Welsh Labour or Plaid Cymru are enforcing their values onto different political parties). Therefore, any intervention targeting political parties should get buy-in from across the spectrum in a public-facing manner (such as a joint statement).
- 11.13 There was mixed feedback in terms of the role that a future programme should have in engaging political parties going forward. On the one hand, selection procedures and recruitment processes are in the remit of political parties and a high proportion of candidates in elections are aligned to a political party. On the other hand, only a very small proportion of the general public are a member of a political party and therefore engagement via this means may exclude a large number of people. Given the mixed feedback, it is recommended that this is explored / researched further with feedback from political parties at different levels (from regional through to grassroots activists).

Training

- 11.14 The barriers listed in the previous section also related to attendance at training. It is therefore recommended that a greater level of resource is allocated to organising the training activities, to ensure:
- Training events are held across all regions of Wales to ensure maximum geographic coverage.
 - That training activities have the required time dedicated to them. One interviewee commented that two days rather than two hours would be suitable for social media.
 - Training activities are planned appropriately, to compliment strategic phases / aims of a programme.

Door to Democracy

- 11.15 The fieldwork suggests there is a very clear need for the Door to Democracy programme, or something similar. Barriers associated with disability are significant in preventing disabled people run for government – and these are tangible issues that can be delivered against with the right level of funding and support. It must additionally be recognised that the need will be continuous for any candidate who requires the support. If elected to local government someone who, for example, requires a BSL interpreter will continue to need this support throughout their term as a councillor. Any funding allowance for this must be sensitive to the fact there is sometimes stigma attached to councillors claiming expenses, and any disabled person should not risk unfair treatment due to a reliance on financial support.

Communications Campaign

- 11.16 The fieldwork highlighted that there is a very strong need to communicate the role of County Councils (alongside Town and Community Councils) to the general public. It was mentioned that there is often a misperception on the level of pay received by councillors in return for the level of work that they put in, and that

sometimes there was hostility towards councillors, due to a lack of understanding of what they were responsible for. Some recommendations are:

- There is scope to include political education within schools – either embedded into the curriculum or through visits from councillors to schools. This will be more important with the voting age set to reduce to 16 as set out in the report ‘A Parliament That Works for Wales’ (Expert Panel on Assembly Electoral Reform, 2017) .
- Face to face communication with the public should be increased as it can be the most effective way of demystifying the role of a councillor. The scale and scope of such engagement could be explored in a development phase of a programme (as above).
- Revise the content of social media training courses for councillors and mentees. This should include an element of training on how to manage negative comments.

Employer Engagement Initiative

11.17 Within the evaluation activity undertaken, the Employer Engagement Initiative was the least successful element of the DiD programme and gained very little employer engagement within its delivery. As stated, there is a barrier to entering local government because people may be unwilling to take a career break, and employers / recruiters may not value the role of a councillor on an individual’s CV. Different ways of working may not necessitate a full career break – approaches to flexible working could mitigate this risk. A future scheme could work to:

- Promote the role of a councillor as useful for professional development, due to the number of transferable skills gained (knowledge, presentations, writing reports, chairing meetings, networking, public engagement, etc).
- Provide support to former / current councillors to help them ‘sell’ their experience to employers.

- Engage with employers to raise awareness of the useful skills gained by being a councillor.

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Annex A Conclusions Against On Balance Recommendations

11.18 The following section presents the achievements of the Diversity in Democracy Programme observed within the Evaluation, against the recommendations of the On Balance report, and the thematic objectives constructed for this evaluation, in tables below.

Element 1: Improve response to the Local Government Candidates Survey

Recommendations from the On Balance report		Achievements
1	The Welsh Government, local government, the WLGA and One Voice Wales to explain the purpose of the survey and its importance. This should include a highlight report from the survey so that participants of the questionnaire can better appreciate its purpose.	Despite taking on board a number of recommendations (disseminating the survey online, and prior to election day), the overall number of responses to the survey fell from 3,394 in 2012, to 1,701 in 2017.
2	The Welsh Government should ensure that the next survey questionnaire can be completed and returned on-line.	
3	The surveys of candidates at county and community levels should be separated and conducted as two distinct surveys concurrently (assuming elections held the same day)	
4	The Welsh Government should establish a methodology	
5	The Welsh Government should agree with local government that a single research provider be employed to conduct the survey on behalf of local authorities at the next elections.	

Element 2: Improving the Information from the Survey

Recommendations from the On Balance report		Achievements
6	Examine the merits and practicality of comparing the question list with those used for surveys of councillors in other parts of the UK and should amend to bring about better comparability. It must not compromise the central aim of the survey, to produce measurements of progress overtime.	The survey amended a series of its questions (such as about disability) to better align with wider datasets (such as councillors in the UK) and census data. This means, however, that some of the data is not comparable between 2012 and 2017, which goes against the primary aim of the survey in providing a longitudinal study of the diversity of candidates in Wales over time.
7	The Welsh Government to consider commissioning research to enhance the next survey aimed at obtaining qualitative data from a sample of respondents as well as interviewing a sample of potential candidates who had subsequently decided not to stand.	
8	Local authorities should be required to examine the data for their own area and develop strategies aimed at improving diversity at future elections.	
9	Local authorities should conduct exit interviews with councillors standing down at an election, to assess the reasons for doing so. The WLGA should collect anonymised data and publish a report after each normal election.	

Element 3: Engagement with for political parties

Recommendations from the On Balance report		Achievements
10	Political parties and local government itself should encourage successful female councillors to act as mentors, engaging with appropriate local networks	<i>Objective 3: Encourage all political parties to commit to selecting more diverse candidates.</i> Welsh Government worked with political parties and local government to encourage female councillors to act as mentors with 37 (73%) female mentors within the programme. The degree to which mentors felt supported and encouraged to volunteer as mentors by their

		political party varied – some were interested in the role regardless of affiliations whereas for others, mentoring was already encouraged by their party centrally and on a local level.
11	Each of the major political parties should be encouraged to develop strategies which will result at the next local elections in female members being nominated as candidates in at least 40% of those seats considered winnable by the party concerned.	<p><i>Objective 3: Encourage all political parties to commit to selecting more diverse candidates.</i></p> <p>Welsh Government engaged with all political party representatives to encourage them to develop processes and strategies for female nominated candidates. Overall, while all political parties expressed interest and commitment to increasing the diversity of their candidates– there were no significant changes to any political party policies, that can be directly attributed to the DiD programme.</p>
12	Leaders of the main political parties should make a public commitment in favour of this target.	<p><i>Objective 3: Encourage all political parties to commit to selecting more diverse candidates.</i></p> <p>The Labour Party were the only political party to make a public commitment in favour of this target. All political parties have recognised the need to increase the number of diverse candidates, but efforts often range depending on individual groups at a constituency level. It is unlikely that this awareness to increase diversity can be wholly attributable to the DiD programme, although it may have contributed to discussions taking place at a local, Welsh and UK level.</p>

Element 4: Widening Participation in Local Government

Recommendation		Achievements
13	The Welsh Government should collaborate with the WLGA, equalities groups and, if appropriate, the Assembly's Presiding Officer, to establish a shadowing / mentoring	<p><i>Objective 2: Identify suitable mentees and deliver a suitable Mentoring Initiative</i></p> <p>A mentoring initiative was established prior to the 2017 elections that engaged all 22 local authorities in Wales (although two declined to</p>

	<p>scheme in the period two years prior to the next local elections. This could be widened to include town and community councils, in cooperation with One Voice Wales.</p>	<p>take part (Welsh Government, 2017)). A total of 65 councillors registered as mentors and 51 people signed up to be mentees from under-represented groups from local authorities in Wales. The programme had limited engagement with OVW – there were no mentee/mentor relationships at a town/community council.</p>
14	<p>Local authorities should encourage secondary schools, as part of the 'Active Citizenship' goal in the Personal and Social Education Framework, to arrange for local councillors to speak to school students about their role. Councillors from under-represented groups should be encouraged to participate in this.</p>	<p><i>Objective 6: To increase public awareness of the programme</i></p> <p>Public awareness raising activities were engaged by the programme team and wider stakeholders. Training to improve councillors' ability to engage was delivered. Some councillors and councils undertook promotional activities (such as school visits) however there is limited evidence to suggest the programme delivered a significant change in public perceptions of local government.</p>
15	<p>Community councils should take advantage of the provisions in the Measure to co-opt youth 'councillors' in a non-voting role and county councils should consider the merits of adopting similar procedures, including the creation of 'shadow' Youth Cabinets. There should be a campaign involving One Voice Wales and other interested parties to promote town and community councils to increase public awareness of their role and as a potential entry road into political life for under-represented groups.</p>	<p>From early insights, the collaboration with One Voice Wales was not as successful as had hoped. Nevertheless, a communications campaign was launched promoting local government and encouraging community engagement. This used engagement materials such as posters, flyers and other forms of communication. However, the effectiveness of these communications and promotional activities is little known, with none of those engaged with citing greater community awareness or public engagement in their Community / Town Councils as a result of the programme.</p>
16	<p>Welsh Government should consider the evaluation of the Access to Elected Office project operated in English</p>	<p><i>Objective 8: Deliver targeted financial support that further enables people with disabilities to partake in political life (Door to Democracy</i></p>

	elections and consider operating a similar scheme for the next local elections.	<p><i>fund)</i></p> <p>Financial support for disabled people was awarded through the mentoring initiative. Steps were taken to consider and develop a scheme of a similar nature; however, legal constraints made this impossible to progress by the 2017 local elections. Fieldwork confirmed there is a strong need for a programme that delivers funding for disabled candidates, to enable their ability to campaign / engage with the public.</p>
17	Member Champions in each council should be encouraged to play an external role in encouraging greater participation in local government.	<p><i>Objective 1: Establish Diversity Champions and / or Mentors across all local authorities in Wales</i></p> <p>Diversity Champions were established in all but two local authorities in Wales. There was a variation in the activity of Member Champions playing an external role in encouraging greater participation in local government, some being exemplar while others engaged less. Overall, general feedback was that the role of Diversity Champion was poorly defined, and in most cases did not result in significant promotional activities. In one case the Diversity Champion fulfilled the role by taking a lead on delivering DiD activities independently from the Project Coordinator.</p>
18	Every councillor should be encouraged to mentor a potential successor candidate for their seat.	<p><i>Objective 1: Establish Diversity Champions and / or Mentors across all local authorities in Wales</i></p> <p>Information packs and materials promoting the mentor role were sent to each local authority across Wales. Again, Diversity Champions were established in all but two local authorities in Wales. There were a</p>

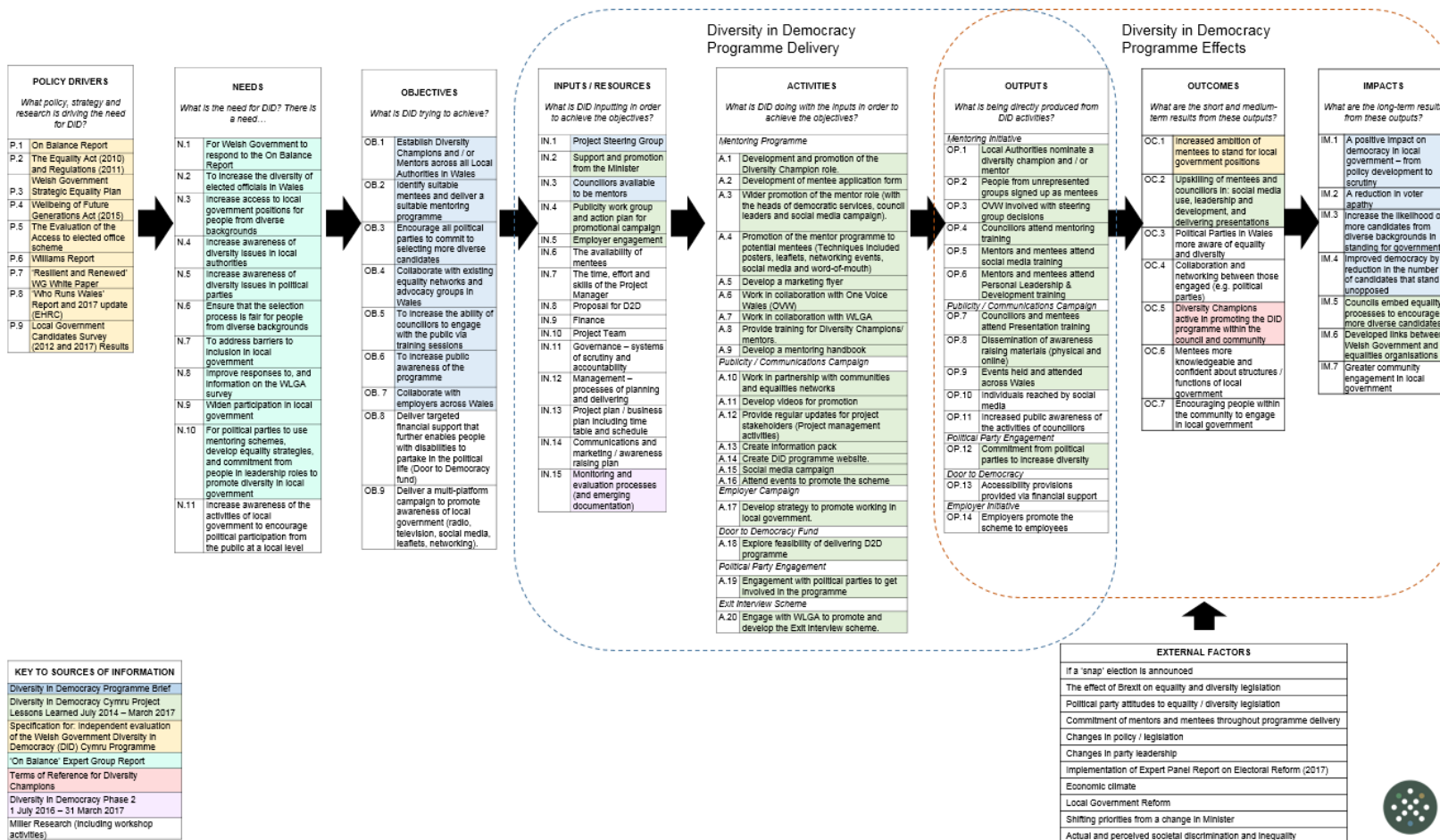
		<p>number of barriers that prevented councillors from becoming mentors – primarily the time commitment required.</p> <p><i>Objective 2: Identify suitable mentees and deliver a suitable Mentoring Initiative</i></p> <p>A mentee application form was issued in order to select suitable mentees for the programme. The key achievement of the programme was the inclusivity of the mentoring programme and the provision of resources and facilities to ensure that all mentors and mentees could participate as fully as possible.</p>
19	<p>Publicity and educational campaign, involving Welsh Government, local government and relevant equalities and civic partners, to ensure that information is received by the public about local government and that the idea of becoming active in local government is carried into the community</p>	<p><i>Objective 5: To increase the ability of councillors to engage with the public via training sessions</i></p> <p><i>Objective 9: Deliver a multi-platform campaign to promote awareness of local government (radio, television, social media, leaflets, networking).</i></p> <p>A publicity campaign was launched including promotional materials and activity such as</p>
20	<p>On-going campaign, linked to 18 above, to ensure that the need to improve diversity in local government remains in the public eye and to maintain contact with networks of under-represented groups. This should include publicity for role models, targeted to reach appropriate audiences.</p>	<p>attendance and networking at events, presentations and social media engagement. This was delivered across the entire programme. Due to the time that had passed since the programme close and the evaluation, many fieldwork participants could not remember details of the training sessions and / or how useful they found them. Social media training was the most frequently cited, and most found it useful but some said it was under-resourced.</p>

		<p><i>Objective 4: Collaborate with existing equality networks and advocacy groups in Wales</i></p> <p>Collaboration with existing equality networks and advocacy groups was achieved. However, these relationships were not fully maintained throughout the programme, which may have impacted levels of publicity.</p>
21	<p>This campaign should also include approaches to employers to facilitate council membership by their employees. Public sector employers, including the Welsh Government, should become exemplars in facilitating their employees becoming and serving as councillors.</p>	<p><i>Objective 7: Collaborate with employers across Wales</i></p> <p>Public sector employers were engaged through the DiD programme, and specifically the Employer Engagement initiative. Organisations committed to be a supportive employer with three 'Question Time' events held with public sector organisations (such as Welsh Ambulance Service and South Wales Fire Service) and councillors. Achievement against this objective was limited, however, fieldwork highlighted a need to address employer perceptions of councillors.</p>
22	<p>Private sector organisations, particularly those benefitting from Welsh Government procurement activity, should be encouraged to support staff wishing to serve as councillors, as part of their Corporate Social Responsibility programmes. The CBI should be asked to support this aim.</p>	<p><i>Objective 7: Collaborate with employers across Wales</i></p> <p>Overall the programme did not engage with private sector organisations. As stated, fieldwork highlighted that there is a need for a programme to collaborate with employers to promote skills learned from being a councillor, and to allow individuals to take time off for the role. This could be achieved via flexible working practices.</p>

23	<p>Local authorities which do not already broadcast their meetings should commence doing so, as well as making full use of other social media outlets to engage with a wider public.</p>	<p><i>Objective 9: Deliver a multi-platform campaign to promote awareness of local government (radio, television, social media, leaflets, networking).</i></p> <p><i>Objective 5: To increase the ability of councillors to engage with the public via training sessions</i></p> <p>Some councillors took steps (such as using social media) to promote their activities. It is unclear the extent to which this is attributed directly to the DiD programme.</p>
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Annex B Logic Model

Diversity in Democracy Logic Model



Annex C Detailed Methodology

11.19 The methodology was formed in reference to the research questions of this evaluation and, therefore, encompasses the entire scope of the evaluation.

11.20 The Evaluation is based upon the Theory of Change (ToC), challenging the narrative that underpins the programme. This approach has informed the entire evaluation and provided a key basis from which the production of our research materials, including the Logic Model have been produced.

Inception report and literature review

11.21 The evaluation team were provided with a comprehensive list of literature to be reviewed and included in the literature review. Wider relevant literature was also included. This provided a detailed understanding of the context behind the project and what was driving the DiD programme.

11.22 The inception report outlined how the evaluation would be carried out, with a detailed work plan, timetable, roles and responsibilities and evaluation risks. The inception report was reviewed and discussed in a workshop setting and any feedback was embedded into the final inception report.

Theory of Change, Evaluation Framework and Maturity Matrix development

11.23 The Logic Model and the Assumptions Index that underpins the Theory of Change aided the assessment of the extent that objectives and outputs were achieved, why they were achieved and what was facilitated through the programme to deliver them. This informed the evaluation in terms of the questions and insights that needed to be ascertained, to ensure that the entire scope of the programme was evaluated, and the resulting conclusions and recommendations were sufficient and robust.

11.24 In-depth scoping interviews were undertaken with four members of the DiD programme delivery team. The in-depth interviews were used to inform the next stage of the evaluation; the production of evaluation tools.

11.25 The interviews and desk-based review culminated a wider understanding of the project and informed the development of the draft Logic Model. Components of the Logic Model included:

- the policy drivers for the programme (including the pivotal On Balance report)
- the needs for the programme (as informed by the policy drivers and context)
- the objectives of the programme (as set out by the On Balance report and delivery team upon commencing the programme)
- the activities completed throughout the delivery of the programme in order to achieve the proposed objectives (as informed by the project documentation, activities log and scoping interviews)
- the intended outputs, outcomes and impacts of the programme (as informed by Phase 2 of fieldwork).

See [Annex B](#) for the full Logic Model.

11.26 An iterative and evolving approach to developing a successful Theory of Change is paramount. Therefore, feedback received was embedded into the Final Logic Model to ensure its accuracy. The process of this feedback and its implementation into the Logic Model is reflected within Table 12 below.

Table 7 Theory of Change Discussion and Logic Model Development

Tool Development Stage	Feedback	Adoption
Logic Model Draft 1	Tool shared with client and feedback received	Feedback embedded into Logic Model
Logic Model Draft 2	Workshop that discussed the Logic Model with the programme delivery team and previous Project Coordinator (11/06/18).	Feedback embedded into Logic Model.
Logic Model Draft 3	Workshop with the evaluation steering group that discussed the assumptions that underpinned the theory of change between stages of the Logic Model. (10/07/18)	Feedback embedded into Logic Model. Feedback from the workshop highlighted the key assumptions that underpinned the programme delivery. We have incorporated these wider assumptions into our Assumptions Index and Evaluation Framework.
Final Draft of Theory of Change Logic Model	Client signed off the Final Draft of the Theory of Change Logic Model	

Source: Evaluation Project Plan

- 11.27 Whilst developing the Theory of Change and the Logic Model the evaluation team undertook initial production of further research and evaluation tools (which were informed by these initial steps).
- 11.28 The Assumptions Index highlighted where certain assumptions underpinned the process between logic model stages (see Figure 1 below). Such as, where assumptions are present for activities to become outputs. For example, the output of 100 promotional leaflets distributed may be intended to lead to an outcome of greater awareness. However, assumptions that underlie this Theory of Change include that, the promotional leaflets contain the correct information, they reach the right audience and they are actually considered by that audience. These underlying assumptions were tested by building them in to our topic guides.
- 11.29 The Evaluation Framework allowed the evaluation team to map out the specific information that needs to be gathered in order to challenge or verify the causal interdependencies identified within the Theory of Change (see Figure 2 below). These research needs were considered against the methods of data collection throughout the delivery of the evaluation. The Framework pinpoints indicators that will provide us with conclusions needed, questions to be asked and analysis to be undertaken.
- 11.30 The Maturity Matrix was also developed at this stage (see [Annex G](#)). This was a tool that tested the maturity (level of progress / advancement) of the programme deliverables within each delivery strand. The Maturity Matrix mapped progress in terms of basic level, early progress, results, maturity and exemplar. For each strand, the *expected* position at each level of maturity was mapped before evidence (from fieldwork undertaken) allowed the evaluation team to map *actual* maturity. This eliminated the possibility of researcher bias that might be afforded as insights are gathered through research.

Figure 1 Extract from Assumptions Index

Objectives -> Inputs and Resources						
Objectives	Assumptions			Inputs		
OB.1	Establish Diversity Champions and / or Mentors across all Local Authorities in Wales	AS.1	Resource	There are Councillors available to be mentors/ diversity champions in each local authority in Wales	IN.3	Councillors available to be mentors
		AS.2	Motivation	There are Councillors willing to be mentors/ diversity champions in each local authority in Wales	IN.3	Councillors available to be mentors
		AS.3	Motivation	All local authorities in Wales are willing to participate in the DiD programme	IN.3	Councillors available to be mentors
		AS.4	Resource	Funding and time is available to facilitate the participation of Diversity Champions/ mentors	IN.2	Support and promotion from the minister.
		AS.5	Resource	There is enough time, resources and expertise within the project manager/ project team to promote and manage the mentor/ champion role successfully.	IN.3	Councillors available to be mentors
					IN.9	Finance.
					IN.7	The time, effort and skills of the project manager, and project team
					IN.9	Finance.
		IN.11	Governance systems			
		IN.12	Management			
AS.6	Motivation	Those who work in local authorities will support this objective	IN.2	Support and promotion from the Minister.		
AS.7	Resource	There are enough potential mentees interested in the programme.	IN.4	Publicity work group and promotional campaign action plan.		
AS.8	Motivation	Potential mentees from a range of different underrepresented groups are interested	IN.14	Communications and marketing		
OB.2	Identify suitable mentees and deliver a suitable mentoring programme	AS.9	Resource	Potential mentees have the necessary time and resources to be involved in the programme	IN.6	The availability of mentees
		AS.10	Motivation	Mentees will be responsive to promotional activities	IN.6	The availability of mentees.
					IN.2	Support and promotion from the Minister.
					IN.4	Publicity work group and promotional campaign action plan.
					IN.14	Communications and marketing
		OB.3	Encourage all political parties to commit to selecting more diverse candidates	AS.11	Motivation	Political parties have a need for the DiD programme.
IN.2	Support and promotion from the Minister.					
IN.4	Publicity work group and promotional campaign action plan.					
IN.14	Communications and marketing					
AS.12	Motivation	Political parties will be responsive to promotion of the DiD programme	IN.2	Support and promotion from the Minister.		
			IN.4	Publicity work group and promotional campaign action plan.		
			IN.14	Communications and marketing		
			IN.2	Support and promotion from the Minister.		
AS.13	Resource	Political parties have the resource to review internal selection procedures	IN.4	Publicity work group and promotional campaign action plan.		
AS.14	Motivation	Political parties are not already committing to selecting more diverse candidates	IN.14	Communications and marketing		
			IN.2	Support and promotion from the Minister.		
				IN.4	Publicity work group and promotional campaign action plan.	
				IN.14	Communications and marketing	

Figure 2 Extract from Evaluation Framework

Policy Drivers What are the key policies driving the rationale for Diversity in Democracy?		Evaluation Question (Section)	Evaluation Questions	Evidence Sources	
				Project Documentation Review	External Literature Review
P.1	On Balance Report	Did the Diversity in Democracy project fit the policy objectives at the time it was set up? How have these policies changed since the Democracy in Diversity programme?	What were the recommendations of The On Balance Report? Did this change during the delivery of the project?		
P.2	The Equality Act (2010) and Regulations (2011)		What do UK equality policy and regulations aim to achieve? Did the Diversity in Democracy programme meet these needs/ regulations? Has this changed during the projects delivery?		
P.3	Welsh Government Strategic Equality Plan		Government Strategic Equality Plan? Did the Diversity in Democracy project meet these aims/ plans? Did this change throughout the		
P.4	Wellbeing of Future Generations Act (2015)		What are the themes/aims within the Wellbeing of Future Generations Act? How do these relate to the Diversity in Democracy programme? Were they met by the programme? Did they change throughout the programmes delivery?		
P.5	The Evaluation of the Access to elected office scheme		Access to elected office scheme? Did the DiD programme meet these aims? Did these aims change throughout the prpgrammes delivery?		

11.31 The Maturity Matrix had a number of uses throughout the evaluation, as outlined below.

- As a research tool within the primary research activity, so that stakeholders could assess progress undertaken, and its effects on organisations / programme participants.
- A way to structure the analysis of both primary and secondary evidence.
- A wider communication tool to showcase the delivery of the DiD programme and the areas for further development.
- As a benchmarking tool to map the maturity of development of the scheme within local authorities.

Fieldwork phase 1 and interim report

11.32 As part of phase 1 of the fieldwork, a desk-based analysis of all secondary data collected by the programme throughout its delivery was undertaken alongside a review of secondary data from external sources. This included a review of literature and reports, such as the Welsh Local Government Association (WLGA) Exit Survey, and the Welsh Government's Local Government Candidates Survey from both 2012 and 2017. The secondary analysis can be found within the literature review and embedded within the discussion of each of the programme delivery strands.

11.33 The interim report included the desk-based review, scoping interviews, an analysis of the fieldwork undertaken within the first phase and early insights into the DiD programme evaluation.

Fieldwork phase 2

11.34 The first step that was undertaken within this phase was the production of research materials, including topic guides (both interview and focus group topic guides). This was informed by the evaluation tools already developed (as discussed above).

11.35 All research materials and communication were provided bilingually, initial engagement with prospective interviewees was bilingual and interviews and focus groups were offered through the language medium of participants' choice. Throughout the fieldwork stage one focus group was undertaken bilingually and two interviews were facilitated in Welsh.

11.36 As part of phase 2 of fieldwork, 29 semi-structured interviews were conducted with mentors, mentees, political parties and wider stakeholders. A breakdown of the interviews undertaken is provided in the table below.

Table 8 Summary of Semi-structured interviews undertaken

Interview participants	Number undertaken
Mentees	11 (nine of which were female, three were disabled, two were LGBT, six were young and two were of black and minority ethnicity)
Mentors	11 (three of whom were Independent, three Labour, three from Plaid Cymru, two from the Liberal Democrats and a single conservative councillor)
Stakeholders	3 Stakeholders (two from Welsh Local Government Association, one from One Voice Wales).
Political Party Representatives	4 (Labour, Conservative, Plaid Cymru and Liberal Democrat)

Source: Evaluation Fieldwork

11.37 These interviews commenced in September 2018, after recruitment had been undertaken, and ended in early November 2018. It is important to note that there were necessary revisions to the number of mentees that could be interviewed. This was due to the recent implementation of GDPR that required the local government policy team and Knowledge and Analytical Services to seek consent from beneficiaries to share personal and sensitive data collected during their participation on the programme.

11.38 It was initially proposed that 25 interviews would be undertaken with mentees, however the reduced sample size (of 21 mentees who provided consent) restricted this. This may have limited the evaluations ability to make a comprehensive judgement on the success of the mentoring initiative.

11.39 The mentee interviews were intended to be conducted using a structured sample, in order to get participation from a range of programme participants (e.g. from different protected characteristic), however, this sample became unobtainable due to the limitations that arose through GDPR constraints.

- 11.40 While most of these interviews were held over the telephone, the evaluation team had to be flexible to ensure maximum response rate and eliminate barriers to inclusion for potential participants. For example, we conducted two mentee interviews face-to-face at a location convenient to the interviewee. This included an interview undertaken via note making with an individual after a BSL interpreter pulled out. Furthermore, an interview was also undertaken via Google hangout³² to adhere to the requirements of another individual. At all stages in the evaluation, steps were taken to protect the anonymity of participants during the research process and directly followed GDPR requirements.
- 11.41 Four focus groups were also undertaken within this fieldwork stage. The focus groups were undertaken in principal councils (city and county councils) across Wales. This included invitations to Diversity Champions, Council Leaders, Heads of Democratic Services, and councillors from different political parties. The focus groups were undertaken in Swansea, Conwy, Powys and Rhondda Cynon Taf, achieving a pan-Wales perspective of participants' experiences.
- 11.42 The groups were held after a number of semi-structured interviews had taken place in order to draw from emerging themes and discuss them in depth in a group setting. The focus groups discussed the different councils' perspectives on the environmental, cultural and institutional factors that may be barriers or enablers to diversity across local councils in general. They also included a discussion of local authority engagement with the programme, as aligned with the Maturity Matrix.
- 11.43 A further fieldwork activity undertaken at this stage was the review of political parties' equality and diversity strategy and policy. This consisted of reviewing published documentation of the four most prominent political parties in Wales; Labour, Conservative, Plaid Cymru and Liberal Democrats.

Analysis

- 11.44 Once each stage of fieldwork and data collection was completed, in-depth qualitative analysis was undertaken to determine key emerging themes, conclusions, and recommendations. This was facilitated through mind mapping

³² Google hangout is an online messenger service

software, which allowed an effective collation of data. A key part of this analysis stage was an internal findings workshop where all members of the fieldwork team came together to discuss findings and emerging conclusions.

- 11.45 Within the analysis key case studies were drawn out from the fieldwork. Six case studies were formed, with a varied approach to gain greater insights of the range of experiences that those who were involved with the programme experienced. They consisted of four paired case studies which allowed insights from interviews with mentees and mentors to be collated to understand the different mentor-mentee relationships. Furthermore, a case study of a Diversity Champion's experience was included and a case study of a single mentees experience. Importantly, the case studies allowed areas of 'best practice' to be outlined, alongside role models whose experiences can be shared with stakeholders, and the public in communication activities about the programme. However, it also revealed areas where the mentoring strand of delivery could be improved. These cases are crucial were there ever to be a similar programme in the future.
- 11.46 After the completion of fieldwork and analysis, the evaluation activity culminated in the production of a final output; the final evaluation report.

Final evaluation report

- 11.47 The structure of the final evaluation report was finalised prior to the commencement of fieldwork. This informed the discussions and ensured that all aspects of the programme were covered within the fieldwork. The Final Report is in compliance with the GSR style guide and has undergone an extensive review and quality assurance process. This includes review from an internal quality assurance specialist and key evaluation stakeholders (including the evaluation steering group). To ensure accessibility of the evaluation findings Four Cymru will produce accessible and easy read versions of the final evaluation executive summary as well as infographics to demonstrate the journey of a mentoring participant. Miller Research will liaise with the Evaluation Steering Group to outline a list of proposed options in delivering the executive summary in alternative formats and/or media.

Annex D Steering Group Membership

Member	Organisation and role
Lisa James (<i>Chair</i>)	Deputy Director; Democracy Ethics and Partnership - Welsh Government
Frank Cuthbert (<i>Deputy Chair</i>)	Head of Scrutiny, Democracy and Participation – Welsh Government
Christine Ayers	Local Government Democracy Policy Manager – Welsh Government
Joy Kent	Chwarae Teg
Martin Eaglestone	Welsh Labour
Roger Pratt	Welsh Conservatives
Brendan D’Cruz	Welsh Liberal Democrats
Anna Nicholl	Plaid Cymru
Daniel Hurford	Welsh Local Government Association
Shannon Robinson	One Voice Wales
Marie Rosenthal	Head of Democratic Services - Cardiff
Sian Williams	Head of Democratic Services - Conwy
Jonathan Jones	Head of Democratic Services - Caerphilly
Natalie Drury-Styles	Office of the Presiding Officer (Represented by Alice Randone until September 2014)
Cathy Kennedy	Project Coordinator

Annex E Case Studies

Case Study 1

Mentee Experience

Mentee A was a town councillor, who had been approached by a county councillor, to take part in the scheme. Her main motivation for taking part, was that she was considering standing for election as a county councillor but wanted to learn more about the role before putting her name forward. The DiD Programme leads within County Council 1 provided her with a choice of potential mentors and she chose Mentor A. Mentee A and Mentor A met regularly to discuss the processes of decision making in a County Council, and the differences between County and Town councils. Mentee A did not attend any of the training because at the time she was experiencing some health problems.

Mentor Experience

Mentor A signed up to be a mentor in the programme, because mentoring was something that County Council 1 had been doing anyway, to get a more diverse selection of councillors. He heard about the DiD programme specifically through the Democratic Services in the council, who were recruiting Councillors to sign up as mentors. Overall, Mentor A saw his role as important in providing Mentee A with more confidence about campaigning and undertaking day to day councillor activities (such as knocking on doors). Mentor A considered the role as 'non-political'.

Outcomes

Mentee A decided to stand in the 2017 County Council elections and won her seat as an independent. She does not attribute her decision to stand to the DiD programme, because it was something she was considering anyway. She did however state that she learnt more about how County Councils function, and that it made her more interested in issues of diversity and female representation in local government. Overall, she says that she would recommend the programme to future potential candidates because 'it's the only way' that individuals can discover whether the role is suited to them or not. Mentor A is now a member of nine committees in the council, considers herself 'more feminist', has been involved in the Black History Month activities in Wales, and has also looked into more LGBT+ outreach.

Mentor A has said that as a result of the DiD programme in the council overall, it has attracted a range of new people to the council. He said they now have more women in their Council which was important in breaking down the stigma of running for office. He also said that he noticed a change in confidence in his mentee, and that they are still in touch. Overall, he said that he would recommend the programme, would be a mentor again, and 'hopes it continues'.

'It is really important that people feel they can be a part of democracy and that it isn't far from them'

- Mentee A

'Mentoring should certainly be offered, it needs to be there and accessible to anyone who wants it'

- Mentor A

Case Study 2

Mentee Experience

Mentee B found the mentoring scheme through social media and signed up so that she could gain more understanding of the role of a councillor and how local government and political systems in general worked. As a member of the Women's Equality Party, Mentee B was already highly passionate about diversity in politics and she 'jumped at the chance' to get involved when it became clear that one of the scheme's goals was to increase representation in local government. Mentee B was looking to stand for government in some capacity, and ultimately ran as an assembly candidate in 2016. After completing the application form, Mentee B was paired with her mentor, an Independent councillor in the Council. She developed a great relationship with Mentor B. During the mentoring scheme, Mentee B attended councillor meetings and events with her mentor. The guidance she received from Mentor B included procedural guidance, advice on campaigning, engagement tips and the importance of canvassing when running for election. Consequently, Mentee B was highly complementary of the mentoring scheme, however, she recommended that the scheme was more widely advertised to engage harder to reach groups. She also recommended that the scheme was followed up with further advice and support after the mentoring period finished.

Mentor Experience

Mentor B was within her second term as a councillor when she agreed to be a mentor as part of the DiD mentoring scheme. She said that as a woman with a disability, she is very passionate about greater diversity in politics and has recently won the Business Wales award. Mentor B was invited to sign up to the scheme by the Diversity in Democracy Project Coordinator. She found the role highly rewarding. Mentor B was paired with two mentees under the mentoring scheme. She developed a good relationship with Mentee B and met up with her regularly to provide mentoring sessions. She also attended Mentee B's party events to offer support. Mentor B found the training courses she attended as part of the scheme to be highly useful and thought that the Project Coordinator was 'fantastic'. In particular, she commended the schemes attention to detail, including the accessibility of buildings, the provision of interpreters and acknowledgement of dietary requirements in all events / activities.

Outcomes

Mentee B found the mentee / mentor relationship to be highly rewarding and useful for her

future political endeavours. Mentee B also found the scheme highly useful, from which she 'learnt a lot', especially through the mentor and social media training courses. Mentee B believed that her mentoring relationship was made easier by the fact that Mentor B's offices were located close to hers and that she was an Independent. She said that she may have clashed with a mentor from another political affiliation. Mentor B agreed that being an Independent allowed her to be impartial and provide advice and support more effectively to both of her mentees though they were from differing political backgrounds.

Though Mentee B had a good understanding of local government beforehand, she did gain further insight into how the role works in practice. She thinks that the public perception of local government needs to be addressed as there is little understanding of what councillors do and 'what the money is being used for'. Though she found the opportunity to gain cross-party perspectives to be a really useful aspect of the programme, she had one experience of name calling in a council meeting, which she believed could 'put people off' from entering government. She hopes that an increase in the diversity of councillors would change this. Mentee B also feels strongly about the need for a culture change in local government and a move away from 'bullying'. She believes that this, along with an effective wellbeing and support system for councillors would make the role more attractive and could increase the number of diverse candidates standing for these roles.

Mentee B works full-time and understood from her experience that it could be very difficult to be a councillor whilst working.

Mentor B and Mentee B have maintained a relationship through social media since the mentoring scheme finished. Both are highly aware of the need to increase diversity in the political system in Wales and are committed to supporting this. Mentor B believes that the mentoring scheme should have continued further to facilitate greater mentee development. She is supportive of a second phase that could help individuals in the run up to the 2022 elections. Mentee B believes that other measures such as quotas to improve the diversity of candidates should be considered. Both agreed that it is the parties themselves, their selection processes and systems that need to change to afford greater diversity in democracy.

Mentee B stood as an assembly candidate in 2016 but was not elected, however, she is still very active within her party and would not rule out standing again in the future. She is currently a local School Governor, undertaking the role of equalities lead.

'The more diverse an organisation, the better it performs'

- Mentee B

'Change doesn't happen until we challenge the status quo. Someone has to do it.'

- Mentor B

Case Study 3

Mentee Experience

Mentee C signed up to the mentoring scheme because she was interested in her local area and wanted to get more involved. Having found the scheme through the internet (via Welsh Government email), her perception was that the scheme aimed to break down the barriers that faced protected characteristic groups in local government. Mentee C had previously worked for a local authority, so she already had a good understanding of how councils worked. She was paired with her mentor, who was a back-bench Labour councillor at the time. Mentee C did not have much of a relationship with her mentor due to time constraints. She worked full time and her mentor was very busy, so this made it difficult to arrange meetings. She had two different mentors during the scheme, however, though she felt welcomed and encouraged by both, time remained a key barrier. She met her first mentor twice and second mentor once. Within these meetings they discussed council structure, council meetings and party politics. Mentee C also found that the scheme events were predominantly held in Cardiff which was a long distance to travel and prevented her from attending them.

Mentor Experience

Mentor C was invited by the programme coordinator to get involved with the mentoring scheme and attended the launch event. He got involved because he sees diversity as an important issue in local government and is supportive of improving access, overcoming hurdles and counterbalancing any hurdles. Mentor C had two mentees which he admits was a bit ambitious. He said that it was very difficult to arrange a mutual time to meet the mentees due to working commitments. Mentor C's experience led him to believe it was important to have a similar political affiliation with a mentee to give them the best support possible and be more proactive. Mentor C did have a similar political affiliation to his second mentee who was standing for election so was able to give advice on this. He believed that mentoring someone who was standing against you could be a conflict of interest and hinder the mentoring relationship.

Outcomes

Mentee's perception of local government has not changed since the scheme as she had little involvement. However, she thinks that diversity is improving, especially in her area. She believes that barriers to increased diversity of candidates includes time (with employment constraints) and confidence. Mentee C perceived less experience as a reason for lack of confidence and a concern that other, more experienced councillors would 'shoot you down' in meetings. Similarly, Mentor C's perceptions have not changed; he thinks that greater diversity in democracy should be pursued further and that the mentoring scheme needs to continue to secure greater diversity in the long-term. Both agreed that they would be interested in being involved in the scheme again, however, Mentor C stressed the importance of reaching audiences who are already politically engaged and intend on

standing for election if DiD is to be realised. Mentee C agreed that though her mentors did not chase her up, she did not chase them up. Mentor C's second mentee was successful in their election and they are still in touch. The similar political affiliation helped his relationship and ability to give advice with this mentee. Mentee C continues to be active in her local area and volunteers as a secretary for a local community.

'I would sign up again and I would recommend it to other people'

- Mentee C

'Hopefully the scheme has increased representation in the short-term, it needs to continue to secure it in the long term'

- Mentor C

Case Study 4

Mentee Experience

Mentee D heard about the mentoring scheme through Disability Wales, where she was working at the time. Mentee D is deaf and found it difficult to get involved in local government before the scheme because no one she contacted knew who could (and should) pay for BSL interpreters. Mentee D was interested in politics in general at a national and local level. She was assigned a mentor, who lived in the same area. They developed a good relationship and would meet once a month to discuss how a local council works, its purpose and what the job entails. Mentee D also attended scrutiny and community council meetings with Mentor D, and they would discuss how they went afterwards. Both attended the training offered as part of the scheme and thought it was highly useful. Though Mentee D intended to run for local government, she was unable to stand due to the lack of financial support available. She would need a full-time interpreter if she were to stand for election.

Mentor Experience

Mentor D understood that the scheme was trying to get more people with challenges into public life, promote active citizenship and ultimately encourage a more diverse range of councillors. Mentor D decided to get involved with the scheme after receiving an email about it, however, he believed that more could have been done to make other councillors aware of the scheme. He had also been a mentor on a previous scheme in London. Mentor D agreed that the mentoring relationship he had with Mentee D was positive. He was also very disappointed when, after emailing Welsh Government, it became clear that funding was not available outside of the scheme for Mentee D so that she could progress and run for local government.

Outcomes

After being involved in the mentoring scheme, Mentee D had aspirations to run for local government. Both Mentee D and Mentor D were disappointed when this was deemed

impossible under current funding systems. Specifically, Mentor D believed that ongoing support was integral, otherwise any benefit made through the scheme could be lost. Despite this both learnt a lot from the scheme. Mentee D's understanding of local government greatly improved, and Mentor D's gained an appreciation of the difficulties that those from underrepresented groups face in local government. Both found the training provided interesting and useful, particularly the social media training. In particular, Mentor D believed that Mentee D's confidence levels increased greatly throughout the mentoring scheme. Overall, both would recommend the scheme to others and believed that it was a good experience. Recommendations for the future provided by Mentee D, included that more information on selection procedures and campaigning should be included as part of the scheme. Also, that Facebook could have been used more to promote the programme and a second phase to guide those who were standing for election would have been beneficial.

'I wanted to know more about the council and decision-making process, and I did just that'

- Mentee D

'It is a gross waste of money to finance mentors and mentees and then fall at the last hurdle'

- Mentor D

Case Study 5

Mentor Experience

Mentor E was a cabinet member when the DiD mentoring scheme began. She was the only female in the cabinet. As a new member in 2012, she quickly became aware of the lack of gender diversity, with only 16 out of 59 councillors who were female.

Mentor E is highly interested in increasing diversity in politics and was keen to 'lead the charge' for greater diversity in the council when she found out about the scheme through the Welsh Government Democracy Department. She undertook the Diversity Champion role for the council.

Mentor E developed a close relationship with all of the local mentees. The council devised their own sessions / structure to get the most out of the mentee experience. The mentor role mainly consisted of guidance and support which was made clear in the training offered to mentors as the scheme progressed. Mentor E was impressed with the Project Coordinator, who she believed was very supportive and inclusive.

Because the Diversity in Democracy Programme was starting from scratch, it took time for the framework to be devised and developed. So, inevitably the role of the Diversity Champion took time to be formally shaped and for a training programme to be put into place. Though Mentor E knew what she wanted to achieve, it would have helped achieve greater buy in across Wales if, at the commencement of the programme, there had been a

framework under which improvement schemes could be delivered, rather than the need to design locally in the interim. Despite this, she knew that every council was different and had to take ownership of their own diversity agenda if it were to be successful in the long-term.

Outcomes

After being a Diversity Champion for the scheme, Mentor E continues the pursuit of greater diversity and representation in the council. She believes that local government needs councillors with a wide range of interests, commitments and considerations (e.g. people with young children and jobs) to more closely reflect the electorate and make the best possible decisions on their behalf. Mentor E believes that the scheme had far reaching impact in her council, as even those Cllrs who were not mentors, became more aware of the lack of diversity in government through knowledge of the scheme.

In the short-term, outcomes from the scheme were that a mentee stood in the council and won. In the long-term it has encouraged greater commitment to diversity. The council have reduced the average age of councillors down to 56, they have the youngest councillor in Wales (now aged 20) and they have a single ethnic minority councillor.

Furthermore, they have continued with activities they began under the mentoring scheme. They continue to attend or hold equality events such as an equality tea party event and they recently hosted an ethnic minority session.

Mentor E recommended that more marketing and promotion of the benefits of having more diverse candidates and councillors is undertaken. This should stress the societal benefit of greater diversity in politics. She also recommends that the scheme is continued and further developed if it is to have a long-term positive impact.

Mentor E is still in contact with her Mentee and would be happy to be a mentor again.

'We need to go again with our diversity drive, we need to keep learning and develop our programme. Our long-term goal is to make our councils truly representative of the communities they serve'

- Mentor E

Case Study 6

Mentee Experience

Mentee F was a mentee within the DiD mentoring scheme. Prior to signing up, she took part in a women making a difference course that aimed to improve diversity in leadership roles. Mentee F wanted to continue the mentoring that she had received and took the opportunity to take part when she heard about the DiD scheme through the training course. She then applied to the scheme online. She said that it was easy to find because she knew what she was looking for; however, it could have been signposted more on pages with greater footfall. Mentee F was interested in learning more about the political system in the UK and how it worked, as there was a completely different system in her native country, where she emigrated from. The scheme broke down the role and made it look easy and accessible.

Whilst she was a mentee, Mentee F took part in the social media training course that was offered. She stated that the training session was helpful as it explained things that she had not known previously, such as how to schedule posts. This was especially useful to Mentee E, who had recently set up a catering business and wanted to promote it on social media.

At first the programme coordinator, found it difficult to pair Mentee F where she was based. She was paired with her mentor, from a neighbouring council, which meant that they could not meet as often as Mentee F would have liked, due to distance and time barriers. Nonetheless, they developed a good relationship and were in regular email communication, from which she gained great support from her Mentor. At the times that they were able to meet, their sessions were very productive and useful. Overall, Mentee F reflects that she got what she wanted to out of the relationship.

Outcomes

Though Mentee F was not ready to stand for local council due to many other commitments, she would consider running in the future when her children are grown up. Mentee F perceived that, once you were known in the community it was a lot easier to get into politics in the UK. She learnt that the role itself was a lot easier than what she initially thought, it was about serving and benefitting your community which resonated with her. Mentee F met people from different backgrounds through her involvement in the scheme and has maintained relationships with her mentor, other mentees and the Project Coordinator since, which she believes is a real benefit from the scheme. In terms of recommendations for the future, Mentee F would like to have had a follow up of the scheme, including next steps and continued communication. She believes that for the scheme to be truly successful in the long-term it needs to be at least a three-year programme. She also recommends that separate schemes are launched in different areas so that it is easier to coordinate. Though she believes the scheme could have been more intense, she recognises the resource issues that many mentees and mentors have. She suggests that childcare arrangements or support could help overcome this.

Mentee F would recommend the scheme to others and would be a mentee again. She thinks

that the outcome of mentees serving in local government roles is a key success and an attribute to the scheme. Mentee F is still very active in public life, and currently volunteers with a local Carers Centre, is on the board of an African Community Centre and is a school governor.

'It was a good initiative. It helps migrants and people who are not British to understand how the political system works and what needs to be done to serve in our community'

- Mentee F

Annex F Maturity Matrix

	Basic level (1)	Early progress (2)	Results (3)	Maturity (4)	Exemplar (5)
Strand	<i>Policy / idea is accepted by Welsh Government.</i>	<i>Inputs and infrastructure in place to deliver objectives.</i>	<i>Activities being delivered. Initial outputs can be observed.</i>	<i>Outputs are being consistently achieved across Wales. Resulting outcomes can be observed.</i>	<i>Outputs and outcomes are being consistently achieved. Longer term impacts are being achieved. The programme is having a transformative effect.</i>
Mentoring Programme	WG agree to: recruit mentees from the general public from diverse backgrounds, who may be interested in running for local government but feel they lack the knowledge and confidence to do so.	Mentees commit the time to being mentors, and the Project Coordinator is in place to coordinate the mentor / mentee first steps.	Mentees recruited in some local authorities and paired with a mentor.	Mentees have been recruited across all local authorities, from a range of diverse backgrounds. Mentees are developing their knowledge and confidence via regular meetings / activities with their mentor.	Mentees put themselves forward as candidates for the 2017 local election. A more diverse cohort of councillors are elected in the 2017 local elections.
	WG agree to: recruit mentors from local authorities across Wales to deliver support to mentees.	Councillors commit the time to being mentors, and the Project Coordinator is in place to coordinate the mentor / mentee first steps.	Mentors are recruited in some local authorities and paired with a mentee.	Mentors are recruited in all local authorities. Mentors regularly engage with mentees to provide useful training and advice.	A more diverse cohort of councillors are elected in the 2017 local elections.
	WG agree to: provide training to mentors and mentees to develop abilities in: mentoring, social media, etc.	Project Coordinator has engaged training providers. Mentors / mentees see the value of attending training.	First training days take place. Mentees and mentors attend.	Mentors and mentees are attending a wide range of training events across Wales. Skills and knowledge is developed.	Mentors and mentees have developed skillsets which they are able to pass on to future candidates and existing councillors.

Publicity / Communications Campaign	WG agrees to: work in partnership with external organisations to promote the DiD scheme to the public	Project Coordinator has resource and contacts available to make initial engagements to third party groups. The Project Steering group agree to promote the scheme to their networks.	Initial engagement with third party organisations is made. They start promoting the scheme to their networks.	A wide range of groups (representing varied interests) have been engaged across Wales and are actively promoting the DiD scheme to their networks.	People from diverse backgrounds are more aware of the activities of their local council, as well as the DiD scheme. Increased participation, engagement and voter turnout in council activities/elections.
	WG agrees to: develop promotional materials (hard copy and online)	Project Co-ordinator has resource and skills to develop promotional materials. Steering group agree to feed in to ensure accessibility.	Initial dissemination of materials.	Materials are regularly disseminated and are reaching people from diverse backgrounds. Awareness of the scheme is increased.	The public is more aware of the activities of their local council and the DiD scheme. Increased participation, engagement and voter turnout.
	WG agree to hold and attend events to promote the DiD scheme	Project Coordinator has resource to attend events. Project manager is aware of events to attend.	Project manager attends / holds first events. Materials are disseminated, and awareness of those attended engaged.	Publicity events and activities are held / attended regularly and consistently, reach members of the public across Wales. The public have greater awareness of activities of local government.	The public is more aware of the activities of their local council. Increased participation, engagement and voter turnout.
	WG agree to deliver events to promote the DiD scheme via a social media campaign.	Project Co-ordinator has the resource and skills to regularly maintain a social media campaign. Hashtags and promotional slogans are agreed.	First social media posts are published online. Some engagement with DiD participants and the general public.	Social media posts have been used, with a wide range of people (participants and the general public) engaging with accounts (e.g. 'likes' / 'follows') and use of the hashtag.	Significant online presence. The public is more aware of the activities of their local council. Increased participation, engagement and voter turnout.

<p>Political Party Engagement</p>	<p>WG agree to: engage with political parties - to encourage them to review internal processes to remove any barriers people from diverse backgrounds may face in standing for government,</p>	<p>Project Coordinator has the resource and the contacts to engage with political parties in Wales.</p>	<p>Initial engagement with political parties in Wales (on a national level). Some commitment to review processes.</p>	<p>All political parties in Wales review their selection processes for candidates to improve accessibility for all people from diverse backgrounds.</p>	<p>Political parties review and amend their internal processes to increase accessibility.</p>
<p>Door to Democracy</p>	<p>WG agree to: deliver funding to candidates for local government, who have disabilities, to address barriers (e.g. transport)</p>	<p>The level of funding is agreed, and administration processes are in place.</p>	<p>Potential beneficiaries have been engaged. Funding is delivered to initial candidates.</p>	<p>Funding is delivered to several candidates. Beneficiaries report benefit of the scheme (e.g. more able to access venues or communicate).</p>	<p>Funding is delivered across Wales to all candidates who require the support. More people with disabilities are elected into local government.</p>
<p>Employer Initiative</p>	<p>WG agree that: employers encouraging their employees to stand for local government would encourage greater number of people from diverse backgrounds standing for government.</p>	<p>Project Co-ordinator has resource and contacts available to engage with the scheme.</p>	<p>Some employers have been engaged by the Project Coordinator. They have promoted the scheme to their employees.</p>	<p>All employers are actively promoting the DiD scheme, and standing for local government, to their employees. Employees have greater awareness of local government activities and how to stand.</p>	<p>A greater supply of candidates for the local government elections, and wider awareness of the scheme.</p>

<p>Local Authority</p>	<p>WG agree to: engage with Local Authorities to promote the DiD scheme and appoint a Diversity Champion.</p>	<p>Project Coordinator has resource to engage with the councils and promote the scheme.</p>	<p>A Diversity Champion is appointed in some Local Authorities. Councils are responsive to the aims and objectives of the DiD programme.</p>	<p>Diversity Champions appointed in all Local Authorities in Wales. The Diversity Champion is continually reviewing and addressing equality and diversity issues as they arise.</p>	<p>Local Authorities are implementing equalities and diversity policies with minimal support from the DiD programme. The mentor / mentee programme operates independently.</p>
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Annex F: Terms of Reference for Diversity Champions

Background

- 11.48 At the launch of the Expert Groups' report, *On Balance: Diversifying Democracy in Local Government in Wales*, the Minister for Local Government and Government Business announced her intention to establish a network of Diversity Champions within Principal Councils in Wales.
- 11.49 The Minister wrote to Council Leaders asking them to nominate a Councillor to fill this role, encouraging them to appoint a member who would represent a role model for under-represented groups, if possible.

Aims

- 11.50 One of the themes in the Expert Group's report is widening participation in local government. This includes establishing a shadowing/mentoring scheme, encouraging youth involvement through co-option, establishing a network of member champions and a campaign to promote the role and work of councillors and local government. It is anticipated that Diversity Champions would take a leading strategic role in facilitating this both inside the council and in local communities, working with other councillors, Democratic services Committees, Democratic Services officers, officers leading on equalities and diversity and other lead members such as those with responsibility for equalities and member support and development.

Role of Diversity Champions

- 11.51 The role of the Diversity Champions is to promote the Expert Group's recommendations relating to local government by providing a local, tangible connection to the recommendations encapsulated under the widening participation theme.

It is anticipated Diversity Champions would:

- Be involved in media campaigns – interviews/news articles on what motivated them to be councillors; difficulties they faced; what improvements would make the role easier.

- Provide mentoring and shadowing support for individuals interested in becoming Councillors and/or recruit fellow councillors/former councillors to undertake the role.
- Promote the role of being a Councillor – what Councillors do, how the council operates.
- Use social media – e.g. twitter feeds to promote interest in the report, local government and being a councillor.
- Promote the Expert Group’s recommendations relating to local government - through visits to secondary schools; local authorities to have mentors and member champions; engagement with underrepresented groups is undertaken by local authorities.
- Be a driving force for a diverse democracy in local government at the next elections.

11.52 Most authorities have role descriptions for their Champions/Lead members

11.53 Here is a framework role description (part of the WLGA suite) which could be used as a basis to describe the role of the Diversity Champion.

Diversity Lead Member/ Champion Role description

11.54 Accountabilities: To full council

11.55 Role purpose and activities: The role of the Diversity Champion is to promote the recommendations emerging from the work of the Expert Group on Diversity in local government, providing a local, tangible connection to the recommendations encapsulated under the widening participation theme. It is anticipated Diversity Champions would:

11.56 Within the council

- Promote democratic diversity within the Council’s corporate and service priorities
- Champion equality & diversity across the council & the local community
- Work with the Democratic Services Chair and Committee, Member Development Leads and Equalities Champions to ensure that elected members from underrepresented groups have appropriate access to support and development to enable equality of opportunity within the council

- Work with council publicity departments to engage with the media to promote the role of councillor
- Work with other members to recruit mentors for individuals interested in becoming councillors
- Network & share best practice regionally & nationally

11.57 In the community

- Promote the role and work of local Councillors.
- Encourage local people from underrepresented groups to participate & have a voice in community & political life.
- Work with community groups and member colleagues to arrange mentoring support and shadowing opportunities for individuals interested in becoming Councillors.
- Use and promote the use of social media – e.g. twitter feeds to promote interest in local government and being a councillor.
- Work with officers and member colleagues to promote the Expert Group's recommendations relating to local government in the community through, for example visits to secondary schools, local organisations such as the WI etc.
- Be a driving force for a diverse democracy in local government at the next elections.

11.58 Values

To be committed to the values of the Council and the following values in public office:

- Openness and transparency
- Honesty and integrity
- Tolerance and respect
- Equality and fairness
- Appreciation of cultural difference
- Sustainability
- Inclusive leadership