

# Bristol's Race Equality H.R. Data Product, Vs 4, 2025

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## Highlight Report

Produced by Bristol's Race Equality  
Strategic Leaders' Group

This is a supplementary highlight report that outlines collective public sector results from Bristol's Race Equality H.R. Data Product (2025). The full data product is available at [Microsoft Power BI](#). A multi-agency action plan supports the key deliverables attached to this report and will be published early 2026.

**BRISTOL**  
**ONE CITY**



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## A note on methodology...

- The data in the report represents staff employed from 1st April 2024 with a final headcount date of 31st March 2025.
- Agencies across Bristol are using different approaches to collect, aggregate and analyse their data sets which should be considered when interpreting the data. Individual agency data collection methodologies can be found in the digital version of the data product.
- All participating agencies are responsible for their data submission and ensuring compliance with UK General Data Protection Regulation (GDPR). Different reporting thresholds should also be taken into consideration when interpreting the data. Not all organisations were able to submit full data sets so results should be seen as indicative.

# Foreword



Bristol's growing diversity is reshaping future population projections. To serve its communities effectively, the public sector must reflect the city's evolving demographic landscape.

This fourth iteration of the Bristol's Race Equality H.R. Data product has been delivered by the [Race Equality Strategic Leaders Group](#) in alignment with the [Bristol One City Approach](#). Developed collaboratively with twelve major public sector partners, the data product provides an analysis of workforce ethnicity data, drawing cumulative and individual agency insights into the diversity of Bristol's workforce.

Originally launched in 2017 to promote fairer, more inclusive workforces the data product is now in its fourth iteration and has grown by 49% since version one, now encompassing over 56,000 employees in Bristol. This accounts for 22% of the economically active population. This comprehensive, city-wide approach to data sharing provides actionable insights and fosters collaborative efforts taking organisations beyond statutory reporting requirements, setting a new standard for transparency and accountability.

[Bristol's Race eco-system](#) continues to operate systematically to improve racial equity in Bristol. Since the previous iteration (2021), the Race Equality Strategic Leaders' Group has delivered a wide range of successful initiatives such as;

- Multiple collaborative recruitment events aimed at supporting racially minoritised communities to connect with Bristol's major employers
- City wide conferences with focussed topics on anti-racism in education, tackling disproportionality in the criminal justice system and hearing from the voices of young people
- Delivery of a wide range of race and health events with keynote speakers discussing black maternal health and mental health.

Version four of the data product, a key deliverable of the Race Equality Strategic Leaders' group, reflects a purposeful shift towards adopting more clearly defined ethnicity categories, enabling a richer understanding of workforce representation presented in a digital dashboard format. This approach enhances deeper insights into the experiences of Bristol's employees and supports the development of best practices tailored to specific communities. By sharing detailed methodologies for categorising ethnicity, organisations can collectively improve how ethnicity data is collected and reported.

The report highlights areas of growth, but also areas of challenge that require scrutiny to ensure continued progression. To complement the report, a multi-agency action plan will guide the implementation of targeted interventions aimed at addressing the most significant areas of under-representation.

We would like to thank all partners involved for their continued commitment to collaborative partnership working and identifying sustainable approaches to tackling racial inequalities across the city. 11 out of the 12 agencies included in this version also submitted their data in 2021 and have remained dedicated to organisational transparency.

**Nick Hibberd** Chair, Bristol's Race Equality Strategic Leaders' Group



# The Fourth Race Equality H.R. Data Product

## Introduction

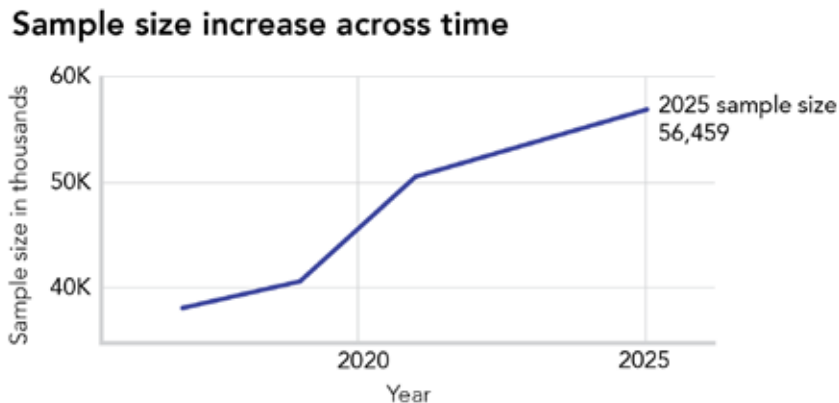
As part of an agreed strategic priority for Bristol's Race Equality Strategic Leaders' Group, twelve public sector agencies submitted workforce ethnicity data for analysis. This dataset includes information on workforce composition, pay brackets, and leadership.

For the first time, agencies also provided data across new themes: pay gap, recruitment, retention, and intersectionality. This version introduces a more granular analysis of ethnicity, offering detailed formats that enable richer insights into how organisations collect and report ethnicity data.

This report summarises collective agency data, providing a holistic view of Bristol's public sector workforce. Participating agencies span multiple areas including health, emergency response, criminal justice, local government, and higher education.

## Scale

The total workforce cohort included in the workforce aggregate data exceeds 56,000 employees representing 22% of Bristol's economically active population. The report shows a 12% increase in sample size compared to version three (2021), and a 49% increase since version one (2019).



## Sample size in aggregate workforce figures

Asian	Black	Mixed	Other	White	Unknown
5987	3595	1610	708	40,806	3753

## Participating agencies in the fourth iteration

Avon & Somerset  
Police and Crime  
Commissioner (OPCC)



Bristol, North  
Somerset and  
South Gloucestershire  
Integrated Care Board  
(BNSSG ICB)



Avon & Somerset Police



North Bristol NHS Trust



Avon & Wiltshire  
Mental Health  
Partnership NHS Trust  
(AWP)



Sirona care & health



Avon Fire and  
Rescue Service



University Hospitals  
Bristol and Weston NHS  
Foundation Trust



Bristol City Council



University of Bristol



Crown Prosecution Service



University of the West of England,  
Bristol



# Ethnicity categories and reporting thresholds

## Ethnicity categories

Ethnicity categories refer to the options available to employees within each contributing organisation when completing equality monitoring information. These categories are typically extracted from a centralised H.R. system, which prompts employees to select their ethnic origin from a predefined list.

Participating agencies were asked to align their ethnicity monitoring categories with the five standard classifications used by the [Office for National Statistics \(ONS\)](#): Asian, Black, Mixed, Other and White. In addition, data submitted under the 'Unknown' category - commonly used across H.R. Reporting systems - was included. All agencies successfully mapped their internal categories to the ONS framework, although approaches to categorisation varied. This consolidated dataset is referred to as 'aggregate data'.

Agencies were also encouraged to submit data in the most disaggregated format available. These can be viewed in the digital version of the data product. This enabled further insights into the specific ethnicity classifications being used. Of the 12 organisations, 10 submitted defined ethnicity data (referred to as disaggregated data), which can be found within their respective agency profiles online.

## Notable findings

- Approaches to collecting and reporting ethnicity data varied significantly, especially across different sectors.
- The largest number of ethnicity categories was 53, the smallest was 13 and the average was 26.
- There were differences in how specific ethnic groups were attributed to the six main aggregated categories. For example, some organisations categorised 'Chinese' in the 'other' ethnicity category, others used the 'Asian' category.
- There was a general correlation between the number of employees and the number of ethnicity categories used by an organisation, potentially influenced by factors like national reporting requirements.
- There were often more sub-ethnicity categories available for 'Asian' and 'Mixed' categories than there was for 'Black'.



Maximum no.  
of ethnicity categories

**53**

Minimum no.  
of ethnicity categories

**13**

Average no.  
of ethnicity categories

**26**

## Disaggregated data categories

### Common ethnicities

Asian	Black	Mixed	Other	White
Indian Pakistani Bangladeshi Chinese	Caribbean African Nigerian Somali	White and Asian White and Caribbean White and Black African	Arab/Arabic Any other ethnic group	British English Irish Other European

### Less common ethnicities

Asian	Black	Mixed	Other	White
Vietnamese Filipino Malaysian	Black - unspecified	Black and Asian Asian and Chinese	Filipino Chinese	Roma, Gypsy or Irish Traveller

## Reporting thresholds

To ensure compliance with UK GDPR and to protect individual anonymity, organisations establish reporting thresholds for special category data. These thresholds define the minimum number of individuals required within a dataset before information can be published externally. While thresholds varied across agencies, there was no direct correlation between threshold level and organisational size. It was common for agencies within the same sector to have the same reporting threshold for example NHS organisations apply a threshold of five whilst higher education institutions use rounding methodologies to the nearest five.

Reporting thresholds significantly influence the extent to which data can be transparently shared. In particular, they posed limitations on the publication of complete datasets for smaller cohorts, such as leadership groups and employees within lower or higher pay bands where the cohort is smaller.



Maximum reporting threshold

**20** employees

Minimum reporting threshold

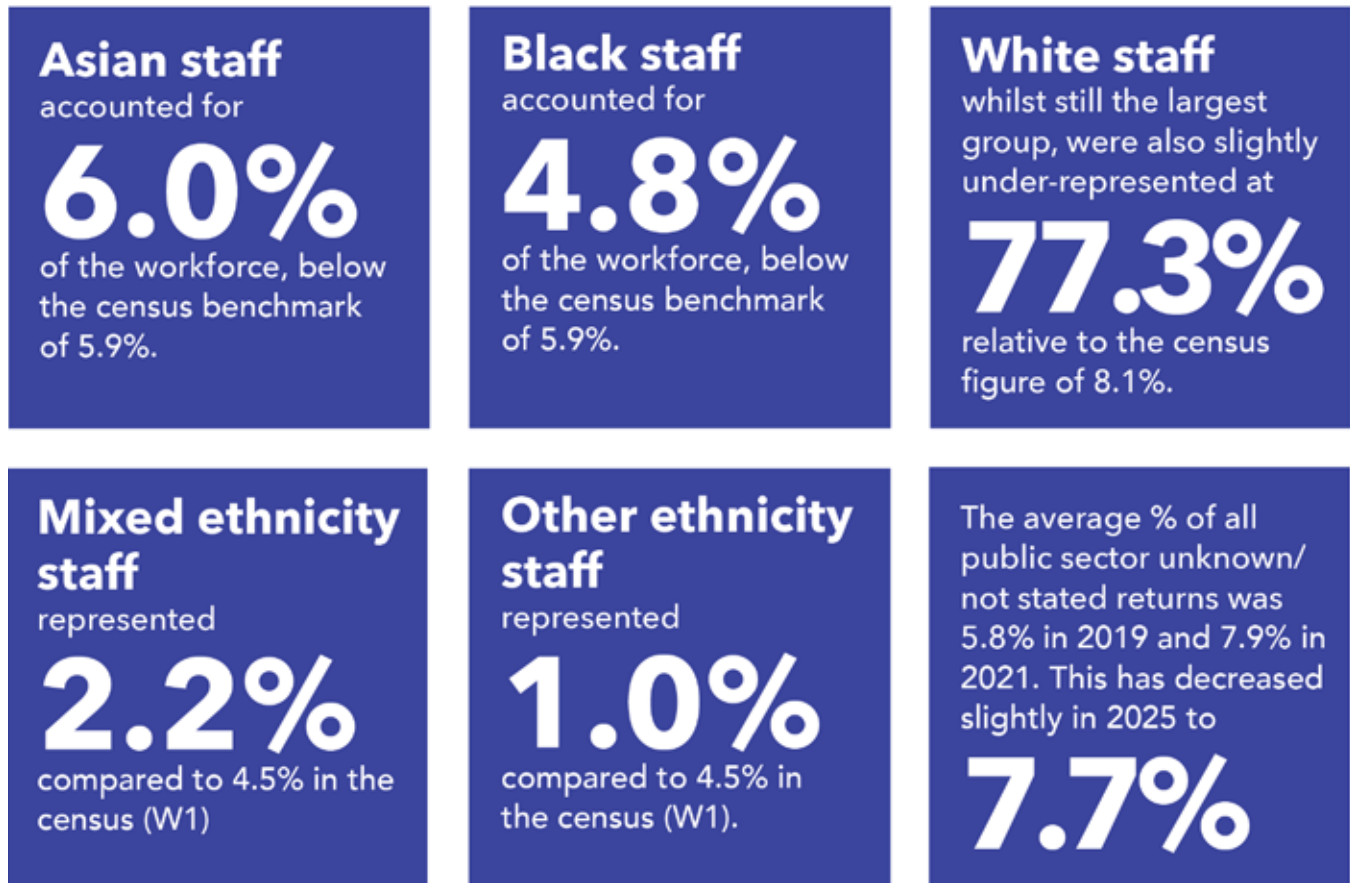
**5** employees

Average reporting threshold

**9** employees

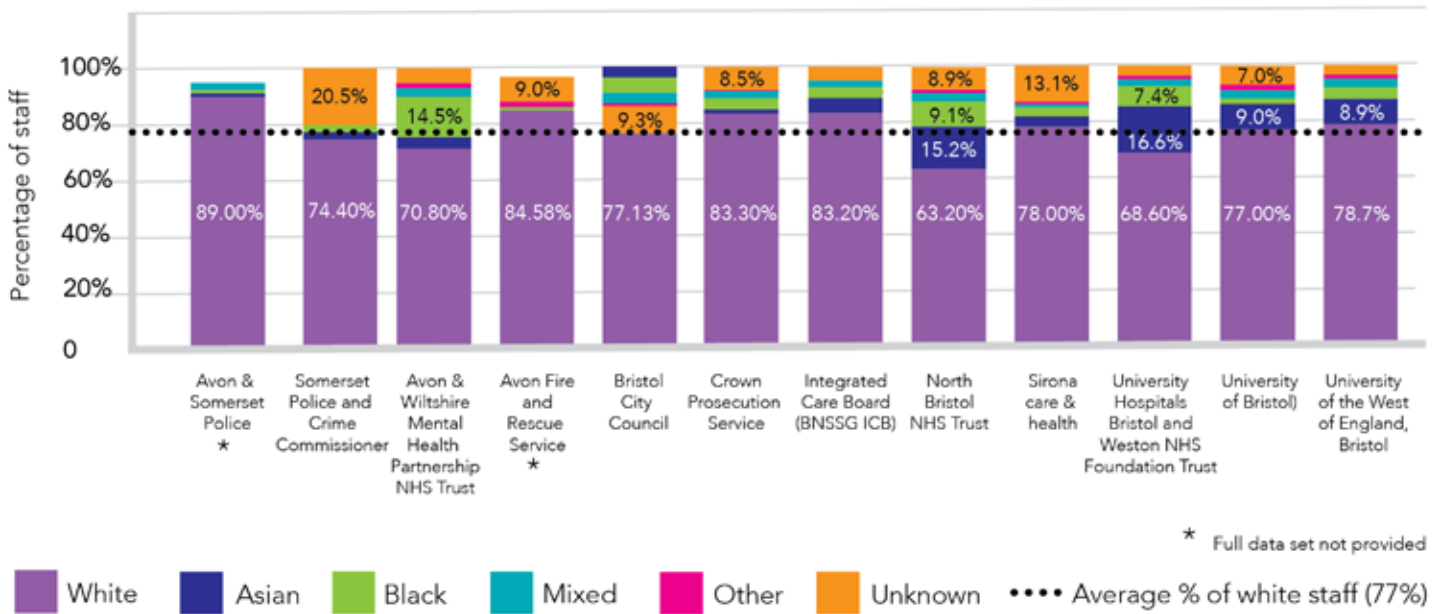
# Workforce data

Workforce data was collected from all participating agencies to produce a representative overview of Bristol's public sector. Collective average agency data highlights under-representation among several ethnic groups when compared to local census data (2021) although it should be recognised Census data does not use the 'unknown' category.



Due to reporting thresholds designed to protect anonymity, some organisations were unable to share workforce data for specific ethnic categories, even in the aggregate format.

## Ethnicity representation across all agencies



### Representation across all participating organisations by ethnicity (average)

Asian	Black	Mixed	Other	White	Unknown
6.0%	4.8%	2.2%	1.0%	77.3%	7.7%

### Representation across all participating organisations by ethnicity (Census 2021)

Asian	Black	Mixed	Other	White	Unknown
6.6%	5.9%	4.5%	1.9%	81.1%	-

### Highest representation across all participating organisations by ethnicity

Asian	Black	Mixed	Other	White	Unknown
16.3%	14.5%	3.6%	2.0%	89.0%	25.0%

### Lowest representation across all participating organisations by ethnicity

Asian	Black	Mixed	Other	White	Unknown
0%	1.07%	0%	0%	63.1%	0%

### Thresholds not met:

Values highlighted yellow illustrates thresholds not met. This means that the representation did not meet the minimal threshold set by an organisation to publish data externally.

# A focus on pay

11 agencies submitted their ethnicity pay data - a sample size of over 54,000 staff. Pay bands have been set by the Race Equality Strategic Leaders' group, however pay bands used by NHS organisations are different. These have been categorised to align as closely as possible to the set pay bands. Filtering NHS organisations using the digital version, will give a more accurate view of the data. Information on NHS Pay bands can be found online.

- In 2021, the majority of staff were in the £25,000 - £34,999 pay bracket (37.0%). In 2025, the majority of staff are now in the £35,000 - £49,999 pay bracket (36.8%).
- 8 agencies had no representation of staff in the lowest pay band (£0-£14,999).
- Due to the smaller sample sizes in lower and higher bands, several organisations could not report full data sets.
- 10 agencies also submitted pay gap representation data in the aggregate format.
- Average pay gap data across all agencies shows white staff occupy a high proportion of the upper quartile (81.2%) in comparison to the lower quartile (74.9%), although full data sets were not provided for the upper quartile.
- Black staff occupy a high proportion of the lower quartile (6.3%) compared to the upper quartile (1.8%).

## Lower pay band analysis

<b>£0 - £14,999</b>	<ul style="list-style-type: none"> <li>• There is a high proportion of 'unknown' ethnicity (26.7%) and 'other' ethnicity (12.3%) within this pay band.</li> </ul>
<b>£15,000 - £24,999</b>	<ul style="list-style-type: none"> <li>• Asian staff are over-represented within this pay band (13.5%) compared to the general workforce average (6.0%).</li> <li>• Black staff are over-represented within this pay band (17.1%) compared to the general workforce average (4.8%).</li> </ul>

## Middle pay band analysis

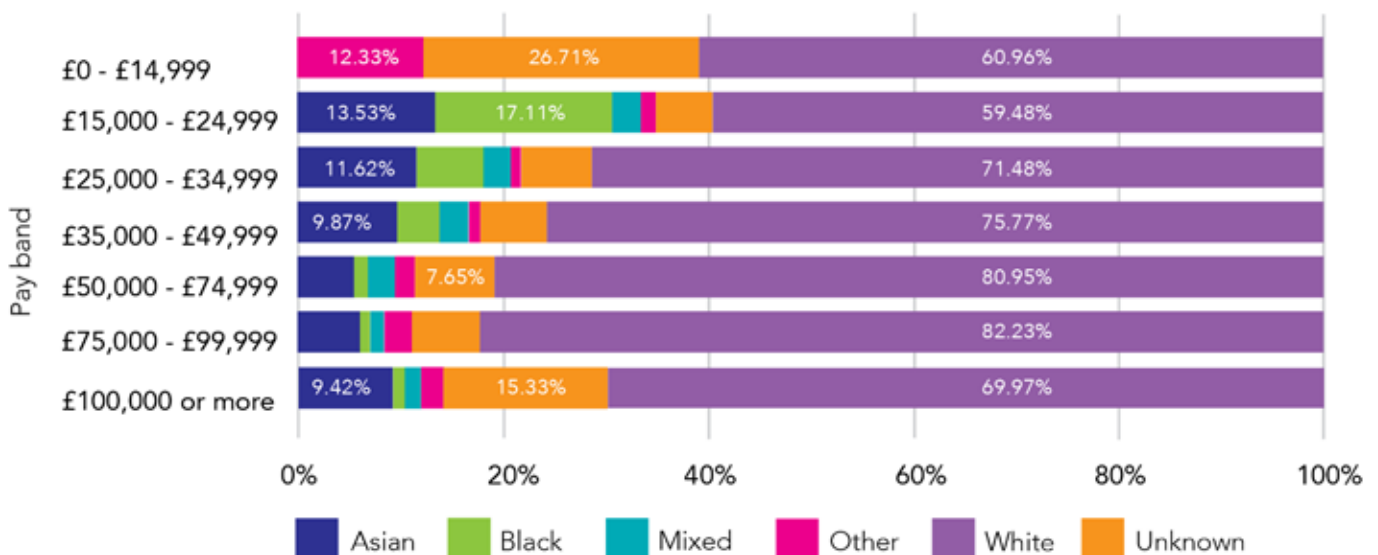
<b>£25,000 - £34,999</b>	<ul style="list-style-type: none"> <li>• Asian staff are over-represented in this pay band (11.6%) compared to the general workforce average (6.0%).</li> <li>• Black staff are slightly over-represented in this pay band (6.5%) compared to general workforce average (4.8%).</li> <li>• This is a heavily populated pay band with 30.5% of all staff in this pay band.</li> </ul>
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<p><b>£35,000 - £49,999</b></p>	<ul style="list-style-type: none"> <li>• This was the most populated pay band with 36.8% of all staff in this pay band.</li> <li>• This pay band is generally in line with workforce averages.</li> </ul>
<p><b>£50,000 - £74,999</b></p>	<ul style="list-style-type: none"> <li>• White staff were slightly over-represented in this pay band (80.9%) compared to general workforce average (77.3%).</li> <li>• Black staff were under-represented in this pay band (1.4%) compared to the general workforce average (4.8%).</li> <li>• Other ethnicities were generally in line with workforce averages.</li> </ul>

### Upper pay band analysis

<p><b>£75,000 - £99,999</b></p>	<ul style="list-style-type: none"> <li>• White staff are over-represented in this pay band (82.2%) compared to general workforce average (77.3%).</li> <li>• Black staff were significantly under-represented in this pay band (0.8%) compared to workforce average (4.8%).</li> </ul>
<p><b>£100,000 plus</b></p>	<ul style="list-style-type: none"> <li>• There is a high proportion of 'unknown' returns within this pay band (15.3%) compared to the general workforce average (8.1%).</li> <li>• Asian staff are over-represented in this pay band (9.4%) compared to general workforce averages (6.0%).</li> <li>• Black staff are under-represented in this pay band (1.0%) compared to general workforce averages (4.8%).</li> </ul>

### Average % in each pay band



# Employment journey

Applicant data	Shortlisting data	Job offer data
221,000	34,876	10,000

- 9 agencies submitted applicant data,
- 8 agencies submitted shortlisting data
- 9 agencies submitted job offer data.

Data shows that, the further down the recruitment pathway, diversity decreases. Further research is required to identify influencing factors why diversity decreases in the transition between application and shortlisting, for example if visa status may be impacting overall figures.

## Applicants

- Asian people made up a large proportion of this theme, representing over 41.0% of all applications.
- The proportion of Black applicants is also high, with 21.6% of applications compared to a workforce average of 4.8%.

## Shortlisting

- White ethnicity represent the highest proportion of those shortlisted accounting for 54.3% of all those shortlisted.
- Asian ethnicity equate for 22.0% of all those shortlisted.
- Black ethnicity equate to 13.7% of all those shortlisted.

## Job offers

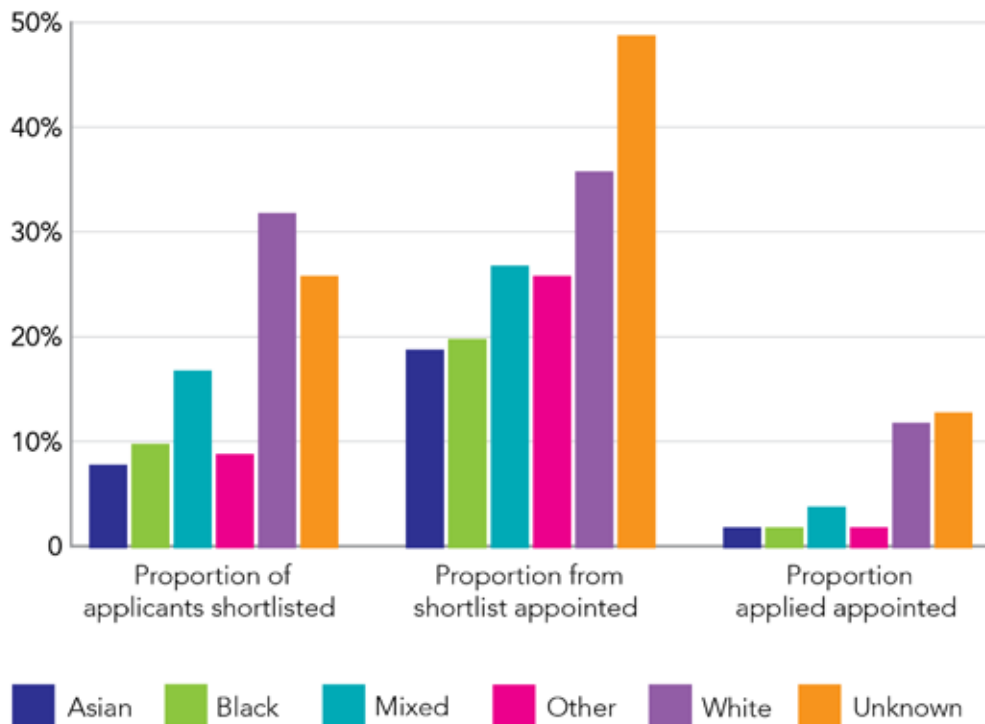
- White applicants equate to the largest proportion of job offers with 65.1%.
- Asian equates to 14.2% of all job offers, higher than the workforce average (6.0%)
- 'Unknown' ethnicity equates to 6% of all job offers.

## Leavers

- There is a high proportion of 'Unknown' data for leavers, with 12.4% compared to 8.1% in general workforce averages.
- Asian people are over-represented in leavers (9.8%) compared to general workforce averages (6.0%).

## Proportionate recruitment

Proportionate recruitment data



Proportionate recruitment data uses the same data as aggregate recruitment data, but analyses the likelihood of applicants transitioning to shortlisting and transitioning from application to job offers. This allows organisations to see where white staff may be disproportionately more likely to be shortlisted or appointed when comparing with other ethnicities. Collective proportionate recruitment data showed that:

- **White individuals** are 1.9 times as likely to be appointed from shortlist compared to **Asian individuals**
- **White individuals** are 1.8 times as likely to be appointed from shortlist compared to **Black individuals**
- **White individuals** are 1.3 times as likely to be appointed from shortlist compared to **Multiple Heritage individuals**
- **White individuals** are 1.4 times as likely to be appointed from shortlist compared to **Individuals with Other ethnically minoritised ethnicity**
- **White individuals** are 0.7 times as likely to be appointed from shortlist compared to **individuals who we do not know their ethnicity**.

# City-wide leadership

For the second time, city-wide leadership data has been collated across two categories:

- **Board members** (typically defined as trustees or councillors in the local authority)
- **Executive members** (senior organisational leaders).

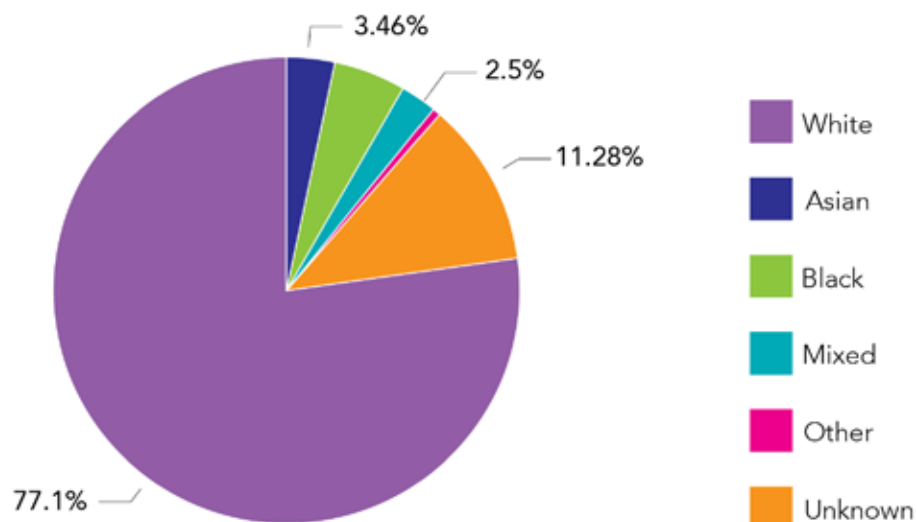
As a collective, board members were more ethnically diverse than executive members. However, both categories showed a higher proportion of unknown ethnicity data—14.3% for executive members and 11.2% for board members—compared to the workforce average of 8.1%. Notably, there was no representation from Black or Other ethnic groups at the Executive level and 'other' ethnic group representation was significantly under-represented at Board level.

Overall, organisations faced limitations in the leadership data they could share due to reporting thresholds and UK GDPR compliance, which impacted the completeness of the dataset. This will be shared as a key finding to the Strategic Leaders' Group for consideration.

## Board members

Number of Board members in total cohort: 151. Down from 165 in Version 3.

**Board members by ethnicity**



9 agencies submitted their Board member data.

- In 2021, white British staff accounted for 70.0% of Board member data, this has increased to 77.0% in 2025.
- 6/9 agencies were unable to report any 'Asian' representation at Board level,
- 6/9 agencies were unable to report 'Black' representation at Board level,
- 7/9 agencies were unable to report any 'Mixed' representation at Board level

- 8/9 agencies reported no representation of 'Other'.
- The highest percentage of 'White' representation at Board level was 100% and the highest percentage of 'Unknown' was 70%.

**Highest representation across all participating organisations by ethnicity**

Asian	Black	Mixed	Other	White	Unknown
16%	25%	16%	5%	100%	70%

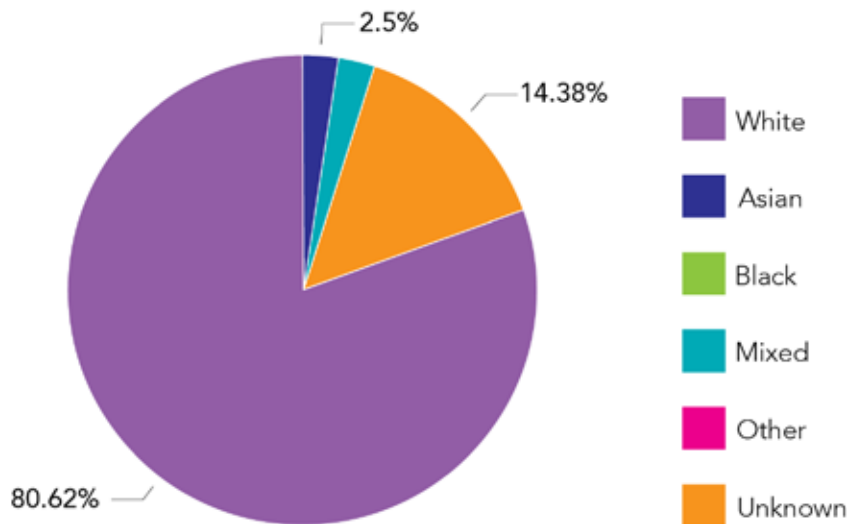
**Lowest representation across all participating organisations by ethnicity**

Asian	Black	Mixed	Other	White	Unknown
0%	0%	0%	0%	25% (with 70% unknown)	0%

**Executive members**

Number of Executive members in total cohort: 76. Down from 124 in version 3.

**Executive members by ethnicity category**



8 agencies submitted their ethnicity representation data for Executive members.

- In 2021, white British staff accounted for 72.0% of Executive officers, this has increased to 80.6% in 2025.
- 7/8 agencies were unable to report Asian representation
- 8/8 agencies were unable to report Black representation

- 7/8 agencies were unable to report 'Mixed' representation and
- 8/8 agencies reported no representation of 'Other' ethnicity.
- The highest representation of 'White' Executive members was 100% and the highest unknown executive members was 42%.

### Highest representation across all participating organisations by ethnicity

Asian	Black	Mixed	Other	White	Unknown
2%	0%	2%	0%	100%	42%

### Lowest representation across all participating organisations by ethnicity

Asian	Black	Mixed	Other	White	Unknown
0%	0%	0%	0%	57%	0%

## Intersectional data

Intersectional data was collected for the first time within the scope of the product. This included combined characteristic data on ethnicity and sex and ethnicity and disability. Nine of the twelve participating agencies were able to provide intersectional diversity data for their total workforce.

In addition to quantitative submissions, agencies contributed written insights into their approaches to collecting intersectional data. These submissions indicate that intersectional data reporting is still emerging across the sector.

Key challenges identified include:

- Limited organisational capacity
- Inadequate technological infrastructure
- Non-systematic approaches to data collection

Several agencies noted planned improvements to their reporting platforms, aiming to enhance functionality and enable more robust use of intersectional data in future reporting cycles.



**Disabled staff**  
**3,824**

**Women**  
**31,318**

**Men**  
**24,273**

## Disabled staff

- Asian or Asian British employees are significantly less likely to be, or be recorded as Disabled than other ethnic groups. 2.4% of Asian or Asian British employees are recorded as Disabled, compared to a workforce average of 6.0%.
- Black or Black British employees also show lower-than-average Disability representation, at an average of 3.2% compared to a workforce average of 4.8%.
- In contrast, the average of employees who identify as Disabled and Mixed (3.4%) was higher than the workforce average (2.2%)
- Disabled people identifying as Other Ethnicity, or White are also somewhat more likely than average to be recorded as Disabled.

### 'Prefer not to say' within the disability category

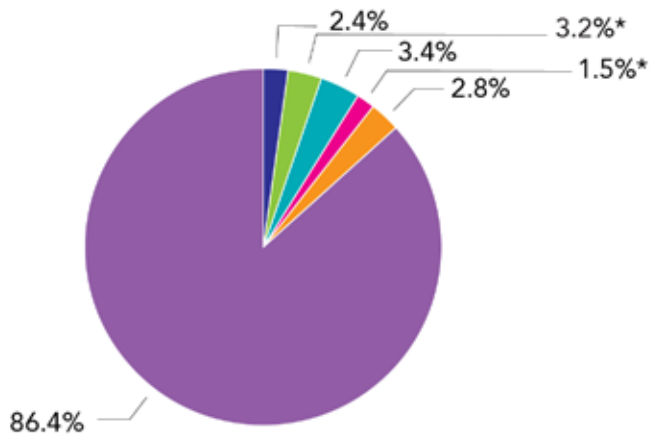
Organizations also reported ethnicity data in the 'prefer not to say' category for Disability. Collectively, 'White' people made up 52.8%, 'Asian' 11.8% with a high proportion of 'Unknown' 27.7% ethnicity.

## Women and men

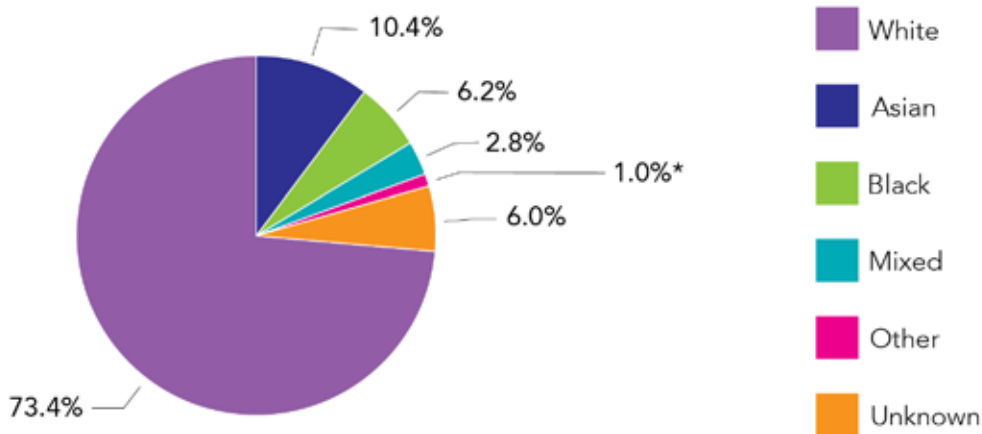
- There is approximately 25% more women in the workforce than men. This imbalance is broadly reflected across each ethnic category, apart from 'other' which is closer to balanced proportions.
- Collectively, ethnicity make-up is broadly in line with the overall collective workforce of Bristol's public sector for both men and women with some small variations.
- There is a higher proportion of 'unknown' ethnicity in men (7.7%) than for women (6.0%).
- Men were slightly more ethnically diverse than women, however this is not likely to be statistically significant, given that the cohort for women is much larger.

## Collective intersectional data

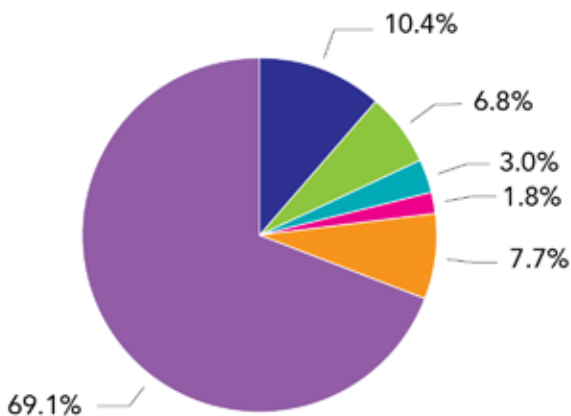
Disabled staff by ethnicity: sample size: 3800+



Women by ethnicity: sample size: 31,000+



Men by ethnicity: sample size: 24,000+



## Intersectional data representation

### Average workforce staff

Asian	Black	Mixed	Other	White	Unknown
6.0%	4.8%	2.2%	1.0%	77.3%	8.1%

### Disabled people

#### Census 2021

Asian	Black	Mixed	Other	White	Unknown
4.2%	4.3%	3.6%	1.3%	86.6%	-

#### Average representation

Asian	Black	Mixed	Other	White	Unknown
1.7%	2.5%	2.6%	1.5%	86.3%	2.3%

#### Highest representation

Asian	Black	Mixed	Other	White	Unknown
4.0%	6.0%	5.0%	6.0%	94.0%	5.0%

#### Lowest representation

Asian	Black	Mixed	Other	White	Unknown
0%	0%	0%	0%	74.0%	0%

### Women

#### Census 2021

Asian	Black	Mixed	Other	White	Unknown
6.7%	6.0%	4.6%	1.8%	80.9%	-

## Average representation

Asian	Black	Mixed	Other	White	Unknown
7.0%	5.0%	2.0%	0.8%	77.0%	5.0%

## Highest representation

Asian	Black	Mixed	Other	White	Unknown
15.6%	6.9%	4.2%	0.7%	92.0%	13.1%

## Lowest representation

Asian	Black	Mixed	Other	White	Unknown
1.5%	1.4%	1.0%	0%	66.0%	2.2%

## Men

### Census 2021

Asian	Black	Mixed	Other	White	Unknown
6.6%	5.8%	4.3%	2.0%	81.3%	-

## Average representation

Asian	Black	Mixed	Other	White	Unknown
8.5%	6.5%	2.3%	2.6%	72.0%	6.8%

## Highest representation

Asian	Black	Mixed	Other	White	Unknown
19.4%	21.7%	3.5%	8.9%	89.0%	12.7%

## Lowest representation

Asian	Black	Mixed	Other	White	Unknown
0.0%	0.0%	0.0%	0.0%	53.0%	0.0%

# Summary

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Structural inequalities continue to impact racially minoritised communities, particularly in employment. Bristol's Race Equality H.R. Data Product represents a transparent and collaborative approach to data sharing, aimed at driving continuous improvement in diversifying the workforce. This data-led approach provides a foundation for developing innovative, evidence-based interventions that deliver measurable improvements across Bristol's major employers.

To support this, a multi-agency action plan has been developed to address key representation gaps identified in the report, with the aim of improving outcomes and delivering tangible results in making Bristol's workforce more representative. The action plan outlines priority areas, deliverables, and timelines, with each participating organisation committing to collective action and accountability to drive meaningful change before the next data publication.

Key focus areas from the data product's findings include:

- **Ethnicity Data Alignment:** Reviewing and harmonising ethnicity categories and sharing best practice in data aggregation.
- **Workforce Representation:** Increasing representation of individuals with mixed ethnicity to better reflect Bristol's population.
- **Data Quality:** Reducing the volume of 'unknown' data across all reporting themes.
- **Pay Band Analysis:** Addressing over-representation of 'Black' and 'Unknown' staff in lower pay bands through targeted talent development initiatives.
- **Recruitment Pathways:** Investigating diversity drop-off across recruitment stages to inform inclusive hiring practices.
- **Leadership Transparency:** Enhancing the quality and transparency of leadership data, with a focus on improving racial diversity.
- **Intersectional Reporting:** Sharing best practice in communicating and reporting intersectional data.
- **Disability and Ethnicity:** Increasing representation of Disabled staff from racially minoritised backgrounds.

The Race Equality Strategic Leaders' Group





## Contact details

You can access and download copies of this report, as well as our other reports, data products and outputs at our online home (link below).

For any queries regarding this document or the work of Bristol's Race Equality Strategic Leaders Group please visit our website at :-

<https://www.bristolonecity.com/race-equality-strategic-leaders-group/>

For any queries please contact: [equalities.team@bristol.gov.uk](mailto:equalities.team@bristol.gov.uk)