Communities
and Local Government

Tackling race inequality
A statement on race

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Contents

Foreword

Rt Hon John Denham

Over the past decade, the Government has worked tirelessly to build a fairer, more equal society. A society where a person's chances and opportunities in life are determined solely by their talent and effort – not by their class, gender, religion, sexuality or race.

The Macpherson Report in 1999 was a wake-up call for all public services and has transformed the way they serve black and minority ethnic communities: no longer simply passively addressing individual racist incidents but actively promoting racial equality and better race relations. This has helped us to make substantial strides towards racial equality throughout our society – in the criminal justice system, in schools, and in the workplace. Across government, our efforts to raise incomes, reduce poverty and promote equality – whether through the minimum wage, Sure Start or housing – has made a real difference to the lives of the most disadvantaged, including those from BME communities.

However, there is still much to do. We know that there are still areas of concern, especially in school exclusions, the national DNA database, and stop and search. But we must also recognise that Britain today is not the same place as it was a decade ago. Migration, the growing importance of community cohesion, and our better understanding of the way in which race interacts with class and other factors, such as religion, have all changed the terms of the debate and made promoting race equality a much more complex challenge.

So we must recognise that we will not succeed in tackling racism without tacking all forms of discrimination, prejudice and inequality. We have to redouble our efforts to promote greater equality for all, and combine that with action to target the specific problems faced by particular groups. And we have to do that in ways which are fair, and seen to be fair, so that no group is neglected or overlooked. Regardless of class, race, beliefs or anything else: in every community, in every corner of the country – we are on people's side. No favours. No privileges. No special interest groups. Just fairness.

This statement sets out how we will build on the remarkable achievements of the past ten years. We have a strong legal framework to tackle racism and promote equality, especially with the Equality Bill close to becoming law. So the emphasis in this strategy is on enforcing those laws, particularly through the Equality and Human Rights Commission (EHRC) and through effective inspection of public services. We stress the commitment across government departments to promoting race equality. And we make clear that we will continue to promote targeted approaches to address the specific obstacles and barriers which hold particular groups back – such as the very successful REACH programme for black boys and young men. I am grateful to all those who have contributed to and commented on this strategy. It reflects the concerns and priorities of a whole variety of individuals, community groups, and public bodies – and I look forward to working with them to deliver its ambitions.

Today, we are a society more comfortable with diversity than ever before, more willing to embrace and celebrate the many benefits that diversity brings. But we cannot yet say that we are a society wholly free of prejudice, discrimination and inequality. The Government has an absolute commitment to eradicating racism and promoting race equality. And that work will not stop until every single person in this country has the same opportunities and an equal chance of success.

John Denham

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Part one

Introduction and objectives

1.1 The Government has an unshakeable commitment to tackling racism and promoting race equality. Until we genuinely live in a society free of prejudice, discrimination, inequality and racism that resolve will not weaken. Our vision is of a fair society where there are no barriers to participation or ambition based on race, colour or ethnicity. Talent and effort should be what decides how well you do. Everyone, regardless of background, must have the capability and freedom to participate economically and in civic life, and to pursue their aspirations. Government has an important role in promoting both, by helping overcome disadvantage and tackling the barriers which hold people back – whether social exclusion, educational underachievement or poor housing – while reinforcing the common values which we all share. Only by giving everyone the opportunity to succeed can we build a better future for everybody in Britain.

1.2 Since the mid-1960s, successive governments have sought to legislate to outlaw racial discrimination and improve race relations. Most notably, the Race Relations Act 1976 outlawed racial discrimination in employment and services and created the Commission for Racial Equality, which championed equality in Britain for 30 years. Equality laws have helped people access justice when they have been wronged – but those laws have also helped change the way that people think by serving as a constant reminder that discrimination is not fair or justified.

1.3 However, in 1999 the Macpherson Inquiry into Stephen Lawrence's death showed only too clearly the very real discrimination and prejudice that still existed in Britain. Lord Macpherson found that one of our most prized and valued institutions, the organisation which was supposed to guarantee safety and security for all, was failing in its duties. And the charge of 'institutional racism' within the police was acknowledged as a challenge to all public services: within schools and universities; the health service and the civil service. Lord Macpherson identified the fundamental shift that needed to be made in the way government and public services addressed this issue – not just reactively tackling incidents of discrimination once they occur but actively promoting race equality and addressing outcome gaps.

1.4 The major legislative response to Lord Macpherson's report was the Race Relations (Amendment) Act 2000. This was, and is, a far-reaching piece of legislation. It extended the laws against racial discrimination to many aspects of public service for the first time. It also took the law in a new direction by placing positive duties onto over 43,000 public bodies, covering virtually the entire scope of public sector work to:

- promote equality of opportunity

- eliminate racial discrimination; and

- promote good race relations.

This means that all public bodies must set out how their policies and services will meet the needs of different communities, consider how their policies and services might affect different groups, put in place measures to prevent discriminatory practice, promote equality, and monitor the outcomes of their work. This is a proactive, rather than reactive approach and has led to a sea change in the way that public services work.

1.5 Over the past 10 years, a focus on some of the most difficult issues has helped achieve substantial progress across a variety of measures. For example:

- **In education**, where a few years ago pupils from many groups lagged behind in attainment at GCSE level, projects such as the Black Pupils Achievement Programme and the Aiming High Strategy have helped to significantly raise attainment within these under-achieving groups. The number of black Caribbean pupils getting five good GCSEs has risen by over 20 percentage points since 2003 – and the gap which existed between Bangladeshi pupils and the national average has been virtually eliminated.

- **In employment**, the Ethnic Minority Employment Task Force has focused action to raise ethnic minority employment rates. Projects such as Ethnic Minority Outreach helped thousands of people to get the skills they need to find jobs. The Government continues to champion the business case for equality and the benefits of a diverse and representative workforce. The gap in employment rates between minority ethnic groups and the average has narrowed from 19 percentage points in 1996 to 13.8 percentage points today.

- **In the criminal justice system**, where some of the challenges were most acute, we have seen far-reaching changes. We have set targets for representation, recruitment and progression for minority ethnic officers. We have changed how racist incidents are defined, and made the recording of Stop and Search more transparent. We have changed the way that police officers are trained, to raise awareness of the issues and ensure they are properly serving minority communities. As a result, the number of police officers from minority ethnic backgrounds has more than doubled to 5,793 in the last 10 years – up from 2,447. We have also seen an increase in the number of people from minority ethnic groups in other areas of the criminal justice system – including the prison service, judiciary and legal profession.

1.6 As well as tackling racism and promoting race equality, we have also made important strides towards promoting equality for all: in strengthening rights for gay people, disabled people, and older people and on the grounds of religion and belief.

1.7 For example, we introduced a duty on all public authorities to promote equality for disabled people and introduced protection from discrimination in employment and services on the grounds of sexual orientation, as well as establishing civil partnerships. We have also legislated to improve protection on grounds of religion and belief, outlawing discrimination in employment and when providing services and outlawing incitement to religious hatred – protecting people from hatred and intimidation because of their religion or belief.

1.8 We have done all this in the context of our broader work to raise incomes, reduce poverty and tackle inequality: which has included introducing the minimum wage and tax credits, supporting the youngest children through Sure Start, overseeing a massive expansion in the number of university places and investing in housing and regeneration.

1.9 That has often had the greatest impact on the most disadvantaged families – including minority ethnic families – with improvements on issues like child poverty, overcrowding and the number of families in non-decent homes.

1.10 Social attitudes and the make-up of our society have also changed. One in 10 children is now born into a mixed-race family. Research indicates that young people are increasingly comfortable with and accepting of diversity – which is unsurprising when this is what they are growing up with, and what they see all around them.

1.11 All this is delivering encouraging results. The latest data from the Citizenship Survey tells us that people from minority ethnic communities are becoming more confident that the criminal justice system will treat them fairly and in their ability to succeed and to influence decisions in their neighbourhood.

1.12 It's the relentless focus on tackling racism and promoting race equality which has led to those achievements which we can celebrate and which lays the foundation for where we go next.

The context today

1.13 While there has undoubtedly been tremendous progress over the past 10 years, new trends have also emerged which have changed the context in which we need to tackle racism and mean we need to take a fresh look at the ways in which we promote race equality.

1.14 The first is **a recognition of the importance of community cohesion**. Racism is just one of the factors which undermine community stability. The 2001 riots in Bradford, Burnley and Oldham remind us of that fact. Racism undoubtedly played a role but so did culture, religion, migration, economics and the class structure of those communities. All these factors had helped create communities living separate, parallel lives with little understanding of each other. Data from the British Social Attitudes Survey published in January 2010 showed that only a quarter of people felt positively about Islam. The focus on community cohesion has been given even greater priority since the terrorist bombings in London in 2005, with the threat of a minority of people being drawn into violent extremism.

1.15   The second trend has been the **changing pattern of migration** over the past 10 years: including all migrants, whether legal, illegal, asylum seekers or refugees. Legitimate economic migration, while clearly benefiting the UK as a whole, has had an impact on the labour market and on wages in some industries and in some communities. In some places we have seen antipathy towards some minority communities become more socially accepted – sometimes aimed at groups such as Eastern Europeans or Muslims, and sometimes against the Asian community more widely – justified on the grounds of religious difference but manifesting itself as racial prejudice. Racism is also achieving a political voice through the British National Party (BNP) and other extreme racist groups. These groups seek to exploit legitimate worries by spreading myths and in some cases, resorting to provocative and violent tactics.

The third trend is that we all have increasingly complex identities. Our race, faith, social class, gender, and any number of other factors come together to create our unique identities. For example, identification with a particular religion strongly shapes many people's identity and how they live their lives. In some places we have seen a rise in attacks on members of particular religious communities.

These patterns are sometimes heightened at times of international tension. We have also seen on occasion an inappropriate conflation of a legitimate sense of belonging to a particular faith community with what could equally be perceived as discrimination on grounds of race.

1.16   The fourth trend is that there has been a **renewed recognition of the importance of class**. Focusing solely on someone's race or ethnic background to explain their achievements or opportunities is far too simple for three reasons:

- **First**, socio-economic status and poverty affect people's chances in life regardless of race or ethnic background. These cannot easily be untangled. Minority ethnic families are twice as likely to be poor and it is often that poverty, rather than simply race, which has a devastating impact on their chances.

- **Second**, there is a growing black and Asian middle class. Many more members of minority communities than ever before have a degree, a good job and their own home. Chinese and Indian students in particular do much better at school than the average. We must avoid a one dimensional debate that assumes all minority ethnic people are disadvantaged. Such success stories can be excellent role models for others in their communities.

- **Third**, for some groups, it is not only class, nor only race, but the interaction between the two – combined with the influence of other factors – which leads to a much more complex and subtle overall picture. We see this most clearly in education where:

  - there are greater similarities between black and white children from working class families than between working class and middle class children from the same ethnic group

  - children on free school meals – whatever their ethnic background – perform worse on average but poor white and black Caribbean boys fall behind other groups on free school meals over their secondary education

Figure 1: Percentage point gap between the employment rate of ethnic minorities and the overall employment rate 2003-2009 (LFS)
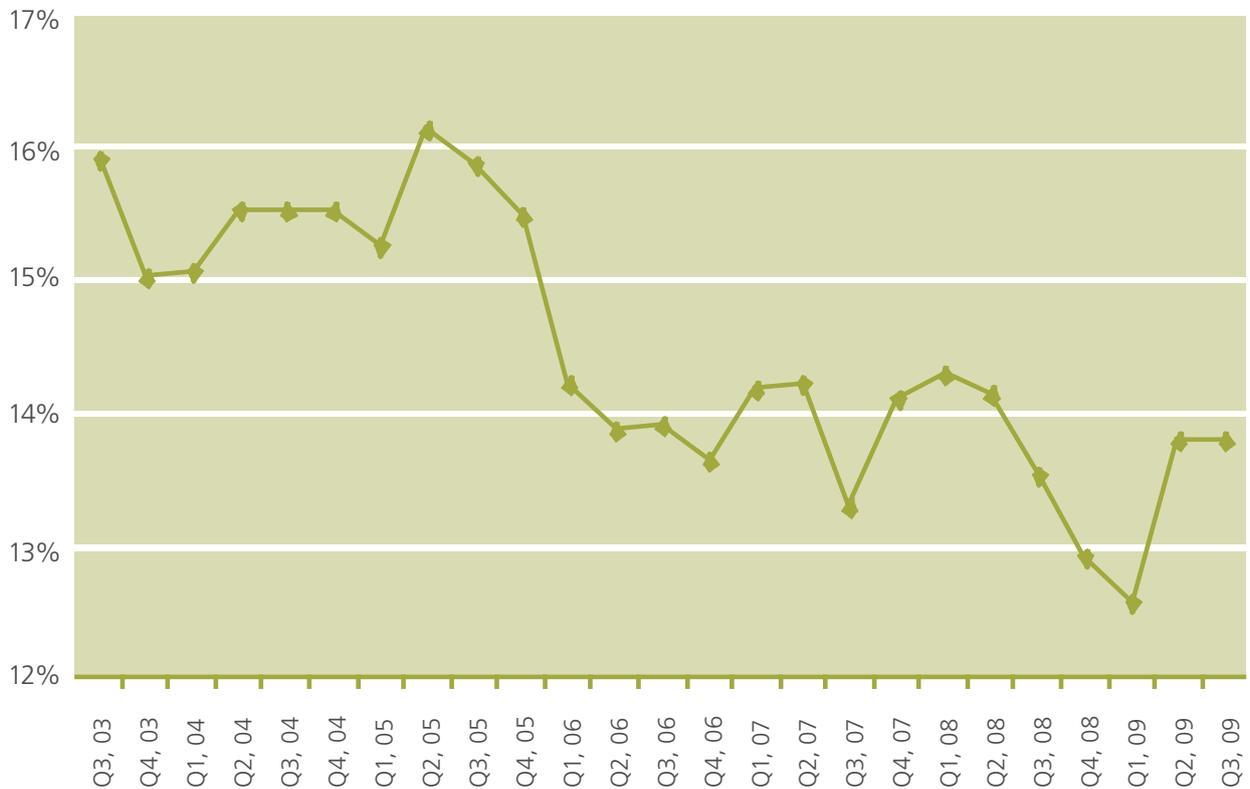
- conversely, middle class white pupils achieve more highly than black pupils from middle class backgrounds, despite similar levels of parental involvement.

1.17 This rich variety of experience means that there is no 'average' group or person which we can cater for through a general approach. Many people from minority ethnic communities have done well in Britain. However, progress has not been uniform, some groups have been left behind and need extra help. People from different communities may have very specific needs and aspirations. So we must tackle inequalities based on their needs, supported by the latest evidence: otherwise we will rely on outdated assumptions which may no longer be true and overlook new challenges.

1.18 We must also be alert to the challenges posed by the economic downturn. People from minority ethnic communities were disproportionately affected by the previous two recessions, as they were at greater risk of becoming unemployed. The latest data from the Labour Force Survey (LFS) again shows that the number of black and Asian people becoming unemployed is increasing at a faster rate than for white people.

1.19 Alongside these emerging trends some historic challenges remain, such as the continuing 'ethnic penalties' faced by particular groups in the labour market – in other words a worse outcome which cannot be explained by education levels, age or where a person lives. There are complicated causes for these challenges which vary greatly between individuals but

may include direct and indirect discrimination, lower expectations, and a relative lack of social capital – the networks and skills which help people take advantage of opportunities. Of course there can be cumulative impacts. If someone fails to achieve their potential at school it will limit their opportunities throughout their life. Such inequalities and unfairness undermine Britain's strength. Not only can they have devastating consequences for individuals there is also damage to society more widely, with a serious impact on our economic productivity and ability to compete, and on positive community relations.

Objectives of this statement

1.20　These trends make the challenges we face much more complex but that does not mean that we should reduce our efforts to tackle racism and promote race equality. Rather, we must recognise that we will not succeed in addressing racism without tackling all forms of prejudice and discrimination. So we must redouble our efforts to promote greater equality for all and combine that with efforts to target the specific problems faced by particular communities. We cannot choose to do either/or – we have to do both.

1.21　That means a much broader approach. It means tackling social exclusion, child poverty, poor housing. It means investment in education and skills, creating job opportunities. It means tackling poverty and raising family incomes. This is not a job for one public service or one government department but for us all.

1.22　There is also an important point about ensuring that our efforts to promote equality, to achieve fair outcomes for everyone, are in themselves fair and seen to be fair. We have to avoid the perception that some groups are singled out for special treatment. When we target help at one group, we cannot allow others to be left behind or to feel disconnected, otherwise there is a risk that our efforts will be exploited by those who would distort them to drive people apart. The over-riding message must be that regardless of class, race, beliefs or anything else: in every community, in every corner of the country – we are on people's side. No favours. No privileges. No special interest groups. Just fairness.

1.23　So this statement builds on the progress and achievements of the past decade but also recognises the changing context in which we are working to tackle inequalities. It has three elements:

- enforcing the strong legal framework

- ensuring that work on race equality is an important feature of every government department and that all public services continue to play their part in tackling race inequalities

- targeted work to address support particular groups to overcome specific challenges, where needed.

1.24　Specifically we will:

- Work with the EHRC and inspectorates, such as the Audit Commission to promote **better compliance** with the duties on public bodies to promote equality. For example,

Ofsted has made equality part of its new school inspection framework in response to a recommendation from the independent REACH panel among others. We will also use the Equality Measurement Framework to monitor our progress in reducing race inequality and build equality into our reforms of civil service capabilities.

- Continue to promote strong ministerial **leadership** in each department to promote best practice across Whitehall and challenge departments to take action to reduce disparities for minority groups, particularly in key public services like education, health and policing.

- We will be more **transparent**, better communicating the benefits of equality and the progress we have made.

- Where groups face particular issues, we will initiate **specific projects** to work with communities to identify solutions. We are already doing this successfully for some groups – for instance, we are implementing the findings of the independent REACH panel and support the work of the voluntary (third) sector in addressing race inequality through the **Tackling Race Inequalities Fund**, which supports national and regional bodies. We will also support these bodies to work with and influence public policy makers to address the needs of a wide range of minority ethnic groups.

1.25 Communities and Local Government (CLG) will take the lead in implementing the approach set out in this statement.

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Part two

A strong legal framework, with effective enforcement

2.1 Britain has one of the strongest legal frameworks to promote race equality in the world and this is recognised and celebrated by our stakeholders. The Race Relations (Amendment) Act is the backbone of that legislation, requiring more than 43,000 public bodies to:

- promote equality of opportunity

- eliminate racial discrimination, and

- promote good race relations.

2.2 The Act has helped to change public sector culture and ensure that more people from minority ethnic communities get better outcomes. We have also legislated to introduce statutory duties to promote equality for disabled people (in 2006) and between men and women (in 2007). We also outlawed discrimination on the grounds of religion and sexual orientation in employment and provision of goods the services, as well as outlawing incitement to religious hatred.

2.3 The new Equality Bill will modernise, streamline and strengthen this legislative framework, helping people to understand their rights and further reduce inequality and discrimination. It is hoped that the Bill will be agreed by Parliament by Spring 2010.

2.4 The Equality Bill will make life fairer for people from minority communities by:

- Putting a new single Equality Duty on public bodies. The Duty will require public bodies to think about the needs of everyone who uses their services or works for them, regardless of their race or ethnicity, or any other protected characteristic such as disability or religion. An integrated public sector Equality Duty will encourage public bodies to address the needs of groups experiencing disadvantage or discrimination on a number of grounds. The Equality Duty will be underpinned by a number of specific duties, which will help public authorities in better performance of the Duty.

- Introducing a new socio-economic duty. This duty will require key strategic public bodies to consider the desirability of addressing socio-economic inequalities. This is likely to benefit many people from minority ethnic backgrounds, whom we know to be disproportionately affected by socio-economic disadvantage.

- Bringing in equality reports. The Equality Bill includes powers for ministers to require public bodies to report on equality issues. We anticipate that public bodies with over 150 employees will be required to publish, annually, details of their minority ethnic employment rate.

- Extending the use of positive action in the workplace to improve the employment and progression of groups who are under-represented in the workplace. Employers can choose to address under-representation or disadvantage by using positive action to make their workforce more diverse when selecting between two equally suitable job candidates. The new definition of positive action will be simpler and provide greater scope to improve diversity in the workplace.

- Extending the use of positive action in political life. The Bill will allow political parties to do more to increase diversity on their electoral shortlists. For example, this could include reserving a specific number of places on every electoral shortlist for ethnic minority candidates.

- Encouraging public bodies to use public procurement to help achieve equality objectives. We want public services to meet the needs of our diverse society and promote equality in their workforce.

- Introducing a dual discrimination provision which will enable people to bring claims where they have experienced less favourable treatment because of a combination of two protected characteristics, for example black women may be treated less favourably because of prejudices relating to their particular combination of protected characteristics.

2.5   Many of our stakeholders feel that the legislative framework, particularly once the Equality Bill provisions have come into force, is strong enough. However, they believe that public sector bodies do not always adhere to it effectively in the way that they develop and deliver services, nor that employment practices in the private sector always strictly follow the law. They want the Equality and Human Rights Commission (EHRC) and other inspection bodies to enforce legislation more robustly and the Government to provide greater impetus and leadership.

2.6   The EHRC's first strategic priority is **to secure and implement an effective legislative and regulatory framework** for equality (including race equality) and human rights.

2.7   To date, the EHRC has pursued 337 legal enforcement cases, including 175 relating to the duties on public sector bodies brought in by the Race Relations (Amendment) Act. Sixty of the public duty cases were specifically on race relations. Among those 60 cases were 15 concerning Whitehall departments or agencies that had originally been referred to the Commission for Racial Equality. All 15 departments and agencies have now complied with the race equality duty, although the EHRC is still discussing wider equalities concerns with five of them. In April 2009, it wrote to a variety of public bodies in England and Scotland to remind them of their legal obligations under the race, disability and gender duties.

The EHRC will now:

- work with the Government to help us to ensure that the Equality Bill is effective and fit for purpose

- produce statutory Codes of Practice and guidance for public bodies, not-for-profit organisations and employers so that they know how to meet their obligations and responsibilities

- undertake at least 100 legal actions within their remit and intervene in at least 70 cases annually to strengthen the protection available for individuals

- improve the data which is publicly available so that organisations can see how their performance compares with others

- ensure public bodies have access to the guidance they need to fulfil their duties and will create networks to promote good practice.

- work with CLG and the Government Equalities Office to make sure that public sector bodies are not just meeting their legal obligations but also adopting best practice in areas such as positive action and procurement which can support greater equality of opportunity.

Making use of regulatory frameworks

2.8 Legal enforcement action is important but is not the only – or even the primary – way of ensuring that organisations comply with their legal duties on equality. A quicker, cheaper, and more regular way of assessing the degree to which public bodies are meeting the needs of all their users is through external, independent assessment.

2.9 Comprehensive Area Assessment (CAA) is a new way of independently assessing local public services in England. It examines how well councils are working together with other public bodies to meet the needs of the people they serve. It is a joint assessment by the Audit Commission, Care Quality Commission, HM Inspectorate of Constabulary, HM Inspectorate of Prisons, HM Inspectorate of Probation and Ofsted.

2.10 CAA will consider how well local partners know and understand the nature and extent of inequality and disadvantage within their communities and how effectively they are working to reduce or eliminate discrimination. The first results appeared on a new oneplace website on 10 December 2009. More information about CAA and oneplace can be found at: **www. audit-commission.gov.uk/caa**

2.11 Schools are also assessed on their compliance with race equality law through the new Ofsted inspection framework introduced in September 2009. Each school inspection now reports on 'the effectiveness with which the school promotes equal opportunity and tackles discrimination'. If a school is found to be inadequate in its equalities assessment, it is automatically judged inadequate overall.

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Part three

Embedding work on race equality into key government departments: race equality at the heart of policy

3.1 The following section outlines how different government departments are working to overcome some of the major challenges still faced by particular minority ethnic groups. Many of these are formally articulated in public commitments, set out in Public Service Agreements (PSAs). HM Treasury works with departments to monitor and support progress in their PSAs, and will work with key departments to ensure achievement of PSA indicators relating to the narrowing of inequality gaps and monitor progress against public commitments.

3.2 Race equality is central to Equality PSA 15 which seeks to **'Address the disadvantage that individuals experience because of their gender, race, disability, age, sexual orientation or belief'**. It consists of five commitments:

- reduce the gender pay gap

- increase disabled people's choice and control

- address inequalities in civic participation

- reduce discrimination in work; and

- understand and address unfair treatment in public services.

3.3 The Government Equalities Office leads on this PSA. However, responsibility for delivery of PSA 15 is shared across government. CLG leads and coordinates work across government to address inequalities of civic participation to reduce gaps in the level of civic involvement for the most under-represented groups, including people from an ethnic minority background.

3.4 This section also showcases the work of some of the third sector partners we are working with through the Tackling Race Inequalities Fund.

The Department for Children, Schools and Families (DCSF)
Raising educational attainment and narrowing the gaps

3.5 Many minority ethnic groups do well in education – Indian and Chinese pupils comfortably outperform all other ethnic groups in school, and the majority of minority ethnic groups have greater participation rates in higher education than average.

3.6 However, black Caribbean pupils, despite the significant improvements mentioned previously, still underperform at school and are three times as likely to be excluded permanently from school. Gypsy and Traveller pupils have the lowest attainment at GCSE of any group and have experienced the least improvement of any group.

3.7 In consultation on this strategy, our stakeholders wanted to see three key goals:

- continuing improvements in attainment

- a more inclusive approach to teaching history

- a focus on the exclusion rates of black boys.

3.8 The DCSF **Single Equality Scheme**, published on 1 December 2009, contains a special supplement highlighting progress 10 years on from the Macpherson report. It looks at the progress which has been made on issues such as the curriculum and bullying.

- In January 2010, DCSF will roll out more widely the Leeds Education Stephen Lawrence Education Standards scheme. The awards help schools to promote race equality by formally recognising and 'kitemarking' good practice in schools. To achieve the award, schools and early years centres have to demonstrate knowledge, understanding and evidence of promoting inclusion and race equality.

- In January 2009, new rules came into force, requiring local authorities to set targets for raising the attainment of underperforming groups including pupils from certain minority ethnic communities.

- Nearly all local authorities are benefiting from new youth support, which identifies those needing help early and provides personal help to vulnerable young people, including those from ethnic minority backgrounds.

- Since September 2008, the secondary citizenship curriculum has included a new element called *Identity and Diversity: Living together in the UK*. This includes themes on immigration, the Commonwealth, and links to the study of the British Empire in history. The citizenship curriculum will ensure young people develop a historical understanding of issues that have shaped contemporary life in the UK and the values we share. The slave trade has joined the two World Wars and the holocaust as a compulsory element of the national curriculum.

case study

Excell3

Excell3 is a registered charity, established in 1999, whose main aim is to raise the academic aspirations and attainment levels of pupils from disadvantaged backgrounds, both in the UK and overseas.

Excell3 is the umbrella organisation for the WISE project – an educational project aimed at raising aspirations and attainment of children from disadvantaged backgrounds, irrespective of their gender or race – and the National Black Boys Can Association – the UK's leading organisation addressing the specific educational needs of black boys. They have established over 30 projects in schools, universities and community projects across the UK.

The aim is to invest in children now to enable them to become successful adults of tomorrow. Currently Excell3 works at grassroots level through its network of local projects, with pupils, parents, mainstream education and the wider community. They simultaneously operate at a strategic level with politicians, policy makers and other influencing bodies including the Department for Children, Schools and Families and Communities and Local Government.

A Tackling Race Inequalities Fund grant will enable Excell3 to:

- work with local community franchises/projects in London, the West Midlands and the North, promoting race equality to enable them to work more effectively in raising the confidence, self esteem and awareness of cultural identity of minority ethnic boys.

- minority ethnic parents from across the country will also receive awareness raising programmes in:

  - understanding the education system

  - handling boys with behavioural problems

  - understanding boys development.

- Race equality resource packs will be delivered to the boys during supplementary school sessions, and access given to the black history exhibition materials in their own localities. The project will also develop and deliver support and training for 24 secondary schools nationwide, with specific emphasis on race equality, cultural identity and barriers facing minority ethnic boys. Work will also take place with 10 universities across the country to extend the Widening Access Programme to boys from minority ethnic groups.

To find out more go to the partners section: **www.be-utd.org/**

The Department for Work and Pensions (DWP)
Maximise employment opportunities for all

3.9 Employment rates for all minority ethnic groups are lower than that of white people, although there is huge variation between different ethnic groups. Pakistani (27%) and Bangladeshi (28%) women have the lowest employment rates of any ethnic group and the black African (21.5%) and Pakistani (18.9%) ethnic groups have the highest International Labour Organisation (ILO) unemployment rates.

3.10 The issues which most concerned our stakeholders in consultation on this document included:

- **Overcoming discrimination in employment**

- **How government can promote the business case for diversity**

- **Better use of public sector commissioning and procurement to set an example for the private sector and to promote opportunities for minority ethnic businesses**

- **Access to effective and affordable training for those needing to learn English as a second language.**

3.11 DWP chairs the Ethnic Minority Employment Task Force, a body which brings ministers, the CBI, TUC and EHRC together to reduce the gap in employment rates experienced by many minority ethnic groups. The Task Force is supported by the Ethnic Minority Advisory Group, a body of external stakeholders drawn from the voluntary and private sectors, as well as trade unions. The Group's role is to identify gaps in provision, problems facing ethnic minority jobseekers and employees; and other areas of concern that government may not be addressing. It is focusing on three projects: employer engagement, area initiatives (including employment opportunities from the 2012 Olympics) and public procurement.

3.12 The Ethnic Minority Business Task Force, an independent body of experts from the public and private sectors, published its report *The economic case for investment in ethnic minority business* on 16 July 2009. This which set out the factors that cause under-representation in self-employment in some communities and set out recommendations on business support, access to finance and public procurement.

Key actions

- On **procurement**, the task force has worked with the Office of Government Commerce (OGC) and the Government Equality Office (GEO) to encourage public bodies to make maximum use of their legal scope to promote equality in the workplace through public procurement. In the coming months, departments are expected to provide an update to the task force on the progress they are making to ensure that relevant equality considerations are being built into their procurement activities.

- OGC has produced guidance, *Make Equality Count*, which provides practical advice to procurers on when and how equality-related matters can be incorporated into their procurement activities. In the coming months, OGC will be building on this guidance to produce an equality toolkit for procurers with more detailed advice illustrated by practical examples.

- The **Equality Bill** makes it clear that public bodies can and should consider equality related matters in their procurement activities where they are relevant. It enables ministers to set out in regulations how public bodies (those public authorities which are also classed as contracting authorities) should go about doing so. Proposals on specific duties which will underpin the Bill were consulted on during 2009 and are currently being analysed. These will complement other non-legislative measures also in train.

- The Employer Engagement project group is currently developing a response to the recent research which showed that an applicant for a post who appears to be from a minority ethnic group is far less likely to get an interview and will report back over the coming months.

- With Ernst and Young, DWP is developing an online tool 'know yourself' to help those working in recruitment to recognise and address any biases and prejudices they may have.

- On **learning English**, DWP and the Department for Business Innovation and Skills (BIS) are working together to ensure that good English as a second language (ESOL) courses are available to those who need them. For example, new ESOL courses focusing on the skills needed for work started in inner London in 2009 targeting non-working ethnic minority people in disadvantaged wards.

- In **employment**, DWP will continue to ensure recent initiatives – such as the Future Jobs Fund, launched to promote employment, particularly for young people – address the specific barriers that ethnic minorities face. DWP is coordinating a series of regional events to share best practice on increasing ethnic minority employment, culminating in a national conference in 2010.

- Evidence from BIS shows that there are an estimated 310,000 ethnic minority small and medium enterprises (SMEs) in the UK, contributing an estimated £20bn to the UK economy per year – 5 per cent of total SME productivity. The recent Ethnic Minority Business Task Force has made a series of recommendations about the best way to support ethnic minority small businesses which DWP will implement. These include a Business Link Management Information Strategy and the setting up of supplier diversity pilots to enable more small, minority-owned businesses to access public sector contracts in the core cities.

case study

The Interlink Foundation

The Interlink Foundation works with community groups and public sector organisations to improve services for Orthodox Jewish people in England and to address inequalities that they experience.

The Interlink Foundation was established in 1990. It provides infrastructure support to the Orthodox Jewish (Charedi) voluntary and community sector throughout the UK. The Charedi community in the UK is a fast growing Jewish minority numbering 60,000 people, characterised by its own significant social and cultural mores.

The foundation's overall aim is to develop the capacity of this sector so that its voluntary and community organisations are able to engage with and provide services to people in the community, particularly hard-to-reach people in need. They are active nationally, especially in areas with large concentrations of Charedi people, including several inner and outer London boroughs, the North West and the North East of England.

Tackling Race Inequalities Fund grant will enable Interlink to:

- Set up and run two new strategy groups in Hackney and the City of London, for representatives of Orthodox Jewish organisations and senior members of public sector bodies, in order to improve and reshape the delivery of public services to Orthodox Jewish people.

- Undertake research to identify the scope and nature of inequalities and undertake additional work with public sector bodies to tackle identified inequalities such as mapping of disabled Orthodox Jewish children and young people. Also identify other disadvantage such as worklessness; obesity; mental health issues; housing issues.

- Raise awareness of the research in London, Salford and Gateshead.

- Increase the level of Orthodox Jewish community representation on public sector strategic partnership boards such as Children and Young People's Boards, Children Centre Partnerships and NHS partnership boards.

- Provide development support to an additional 10 minority ethnic groups to tackle inequalities where there are multiple disadvantages (at least one additional disadvantage e.g. disability, women's groups).

To find out more go to the partners section: **www.be-utd.org/**

Communities and Local Government (CLG)

Promote equality through housing, regeneration, local government, and civic participation

3.13   Respondents to CLG's *Tackling race Inequalities: a discussion document* wanted greater consistency between local authorities in the way they addressed race equality in Local Area Agreements. They wanted regeneration to benefit all sections of the community and for there to be greater representation of minority ethnic people in public life. They also highlighted the importance of good quality housing and tackling overcrowding.

3.14   The recent evaluation of the National Strategy for Neighbourhood Renewal showed that many deprived areas with high ethnic minority populations have seen substantial improvements in tackling worklessness and improving education. At the same time, programmes to improve housing conditions have resulted in significant reductions in the number of households in non-decent homes or experiencing overcrowding – a problem which disproportionately affects ethnic minority families.

3.15   The performance framework for local government gives councils the freedom and ability to promote equalities in ways which best address local problems.

Key actions

- **Civic participation**: CLG has worked with Operation Black Vote to enable more minority participation in civic institutions through schemes such as the Magistrates Shadowing Scheme aimed at introducing people to the work of magistrates. Our Take Part programme has information and offers training on how to be an active citizen in pilot areas. This work contributes to the Government's Equality PSa (PSA15). The Black, Asian and Minority Ethnic Women Councillors' Taskforce has advised and encouraged more women to consider standing for election as councillors. Almost 1,100 women have attended regional events, with 70 per cent of those who completed feedback saying they would be more likely to consider becoming a local councillor. . The taskforce published their final report on 22 October 2009 which included recommendations to government, the Local Government Association and other key strategic partners. The Government will be responding formally to this report.

- In June 2009 the Government Equalities Office and Cabinet Office launched new cross-government targets to improve the diversity of people serving on the boards of public bodies. Together with targets to increase the number of women and disabled people on the boards of our public bodies, by March 2011, our aim is for 11 per cent of new OCPA-regulated appointments to be people from an ethnic minority background. These targets are underpinned by a cross-government Action Plan, *Opening Doors – Increasing Diversity*, designed to raise awareness of the public appointments system, provide

support to potential applicants and tackle the barriers that people face when applying for these roles.

- We also established a Speakers Conference on Parliamentary Representation to consider and make recommendations on how to improve representation of women, disabled, and minority ethnic people in the House of Commons, so that it better reflects society. The report of the conference was published on 11 January 2010, making series of recommendations. We welcome the thorough final report and we will respond in detail.

- On 14 January 2010, the Government Equalities Office formally launched the public appointments ambassadors network, 180 individuals from a diverse range of backgrounds who currently hold a range of public appointments, such as membership of NHS trusts and boards of public bodies, who will be encouraging people from under-represented groups to consider applying for public appointments.

- CLG will promote good practice on the Duty to Involve people in developing and running local services which came into force in April 2009.

- **On housing**: we know that many people feel concerned about the fairness of social housing allocations. We believe the allocation system is fair but not well understood due to its complexity and failure by authorities to communicate their allocations policies effectively. Following consultation, CLG published new statutory allocations guidance *Fair and Flexible* for local authorities on 4 December 2009. The guidance makes clear that first priority for housing must be given to those in greatest housing need. But it also encourages local authorities to make greater use of the existing freedoms and flexibilities to prioritise needs specific to their local area. Local authorities are also encouraged to do more to involve and inform their communities when setting their local priorities so that local views are reflected in allocation policies.

- Research on our choice-based lettings programme, giving people a greater say over their social housing, suggests that this is helping to reduce ethnic segregation.

case study

Age Concern and Help the Aged

The Black and Minority Ethnic (BME) Elders Forum was first established, with support from Age Concern England, in March 2002. The Forum is currently made up of organisations mainly from London, the Midlands and the South West but it aims to become national, to represent the interests of as wide a range of minority ethnic older people as possible. Membership is open to black and minority ethnic voluntary and community organizations (local, regional or national) which have a stated interest in, and experience of, working with older people. Individual older people and interested professionals from other sectors are also invited to join the Forum. To date the Forum has contributed to a number of government consultations including ones on housing, care and mental health.

Tackling Race Inequalities Fund grant will enable Age Concern and Help the Aged, working in partnership with brap in the West Midlands and Age Concern Support Services in Yorkshire & Humber, to:

- identify minority ethnic organisations to support audit, service planning and development with health and social care providers in Yorkshire & Humber, to improve outcomes for minority ethnic older people

- identify and support minority ethnic older people in the West Midlands, through five sub-regional events, to get involved in civic participation initiatives

- report on and share best practice; setting up a database and disseminating experience nationally to third sector and public sector providers.

From spring 2010 Age Concern and Help the Aged will be known as Age UK

To find out more go to the partners section: **www.be-utd.org/**

The Department of Health (DH)
Promote better health and well-being for all in health services, social care and social services

3.16   Pakistani and Bangladeshi people are more likely than others to report that their health is bad or very bad and, along with Indian people are significantly more at risk of diabetes.

3.17   Respondents to the consultation highlighted:

- concerns about mental health issues

- the need to ensure that social care and social services are responsive to the needs of minority ethnic communities.

3.18   The *Count Me In* census of mental health inpatients in England and Wales shows that black and mixed race black/white groups are between three to five times as likely to be admitted into mental health facilities.

3.19   The NHS Constitution commits the NHS to providing a comprehensive service to all irrespective of race, together with a wider social duty to promote equality through the services the NHS provides. A new NHS Equality and Diversity Council will monitor equality in policy, service delivery and the workforce.

Key actions

- **Mental health**: in 2005 DH launched a *Delivering Race Equality in Mental Healthcare* action plan to tackle the ongoing concerns about this challenge, leading to new research and practical solutions. Since then, 500 community development workers have been appointed who are helping to build bridges between services and their increasingly diverse local populations.

- In October 2009, **Race for Health**, an initiative funded by DH, launched a guide to improving the NHS's performance on race equality for communities, patients and staff. The guide is called *Leading Action on Race Equality and Health*.

Criminal justice

Deliver a more effect, transparent and responsive criminal justice system for victims and the public

3.20 **The main concern of respondents to the consultation was the over-representation of minority ethnic people in the criminal justice system.**

3.21 The latest available statistics[1] show that if you are black, you are eight times more likely to be stopped and searched by the police, six times more likely to be in prison and three times more likely to be arrested than someone who is white. However, there is increasing confidence in the criminal justice system: the latest data from the Citizenship Survey show a substantial decline in the number of respondents (from 33% in 2001, to 22% in 2008-9) from minority ethnic communities who believe the criminal justice system would treat them worse than people from other races.

3.22 The Office of Criminal Justice Reform is responsible for delivering a more effective, transparent and responsive criminal justice system (CJS) for victims and the public. This includes working to reduce the disproportionate numbers of minority ethnic people in the criminal justice system and improving public confidence in it, as well as victim and witness satisfaction. The 'Justice for All' Public Service Agreement (PSA 24) includes action specifically targeted at improving the experience of those from black and minority ethnic communities, so that by March 2011:

"Criminal justice agencies will be better able to identify and explain race disproportionality at key points within the CJS and will have strategies in place to address racial disparities which cannot be explained or objectively justified."

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1. Statistics on Race and the Criminal Justice System 2007/08

Key actions

- **Fairness in criminal justice**: at the heart of the PSA target is the drive to ensure that local agencies, under the leadership of Local Criminal Justice Boards (LCJBs), are able to identify, understand and address race disproportionality at key stages in the criminal justice process. Toolkits have been produced to help LCJBs and local criminal justice agencies analyse Stop and Search and local CJS analyse staff diversity. Further toolkits will be developed to analyse victim and witness satisfaction, bail decisions and arrests.

- **Better data**: it is essential that local criminal justice agencies, under the leadership of LCJBs, have access to consistent, good quality ethnicity data which enables them to assess levels of disproportionality at key stages of the system. Twenty-one of the 42 LCJB areas now have this data, through the Minimum Data Set, which is already making a difference, ensuring that action can be targeted where the data shows that disproportionality is an issue. All board areas will have access to this data by March 2011 and a new protocol introduced with the National Policing Improvement Agency and HM Courts Service ensures more effective recording of ethnicity data on court proceedings.

- The **Race for Justice** programme has introduced a common definition of 'monitored' hate crime across the CJS and all areas now record hate crimes based on five strands: disability, race, religion, sexual orientation and transgender. This common definition has enabled measures to be put in place to more accurately assess the extent of hate crime. This work will eventually lead to the publication of full hate crime data and effective performance measurement.

case study

Clinks

Clinks is a national charity which was established in 1998 to strengthen and develop the partnerships between voluntary and community-based organisations and the Prison and Probation Services in England and Wales. This continues to be the basis of their work with an additional strand that now focuses on developments relating to the introduction of the National Offender Management Service. Clinks operates across England and Wales with two specific regional projects operating in London and the South West.

Its aims are to:

- see an independent and well resourced voluntary and community sector (VCS) working in partnership to promote the rehabilitation of offenders
- support and develop work that will enable the VCS to play a full and active role in the criminal justice system
- promote active citizenship by all affected by crime
- develop partnerships to bring organisations and individuals together to reduce offending.

Activities carried out by Clinks include:

- developing campaigns to work with hard to reach communities
- creating partnerships with local and regional interfaith networks
- supporting the ongoing development of the National Body of Black Prisoners Support Groups (NBBPSG)
- running regional development projects in London and the South West to improve their reach into local communities.

Clinks will use the Tackling Race Inequalities Fund grant to:

- promote equality of opportunity for minority ethnic groups. Five recommendations from the *Less equal than others* report will be taken forward
- Clinks will also use the fund to investigate how access to services (employment, accommodation, mental health and family services) for minority ethnic people might be improved
- carry out research to investigate how access can be improved in employment, accommodation, mental health and family services
- carry out research into race equality
- commission research to look at how far key rehabilitative services are accessible.

To find out more go to the partners section: www.be-utd.org/

The Department for Culture, Media and Sport (DCMS)
Widen opportunities for all to participate in cultural and sporting activities

3.23 The main concerns identified through the consultation were:

- negative portrayals of minority ethnic communities in the media

- lack of representation from black and minority ethnic communities in senior roles in the media

- ensuring equal access to cultural and heritage opportunities.

3.24 DCMS aims to widen opportunities for all to participate in cultural and sporting activities with more opportunities for children and young people in particular and better grassroots provision for all groups, including those from minority ethnic communities.

Actions and future commitments

- **Culture and heritage participation:** more black and Asian people are visiting heritage sites, museums and galleries and arts events, with a 2-3 percentage point increase in minority ethnic visitors in 2007-8. Arts Council England supports the *Inspire Fellowship Programme*, aimed at increasing the numbers of minority museum and gallery curators. The Inspire programme is now promoted by the Royal College of Art.

- **Representation**: of 125 public appointments made by the department in 2008-9, 10.4 per cent were from a minority ethnic background. DCMS aims to see a further increase to 11 per cent in the future.

- **Sports**: Sporting Equal promotes ethnic diversity across sport and physical activity and has helped increase participation, as well as the numbers of minority ethnic volunteers and staff in sports organisations. A DCMS London 2012 Equality and Diversity report later this year will outline the employment and business opportunities, and sporting and cultural activities, available from the Olympics.

Departments equalities scheme

3.25 In addition to these commitments, each government department publishes its priorities on equality. These provide more detail on the relevance of policies and programmes to race equality, and actions to help address gaps. Links to these detailed schemes can be found at Annex D. To help departments embed equality, including race equality, into the way they work, CLG and GEO produced a strategic guide which can be found at: **tinyurl.com/yknfmov**

case study

Show Racism the Red Card

Show Racism the Red Card is an anti-racist education charity established in 1996. The organisation harnesses the high profile of professional footballers as anti-racist role models and works to combat racism through anti-racism education. The campaign began in the North East of England, but now also has offices in Bedford, Cardiff and Glasgow.

The Tackling Race Inequalities Fund grant will enable Show Racism the Red Card to undertake the following work with young people and teachers:

- Hold four conferences for a total of 400 teachers to help them to challenge racism and promote race equality.

- Deliver a programme of anti-racism workshops in 60 primary and 12 secondary schools in the East of England – reaching out to around 3,000 children and young people. The workshops will raise awareness of racism and how to challenge it.

- Work with teacher training establishments to help them to improve the ability of teachers to deal with racism and promote inclusion.

- Carry out research into the barriers facing teachers in challenging racism.

To find out more go to the partners section: **www.be-utd.org/**

Specific strategies to address disadvantage

3.26 Where specific inequalities or multiple disadvantages exist, we will investigate the need for targeted measures. A good example is the REACH programme.
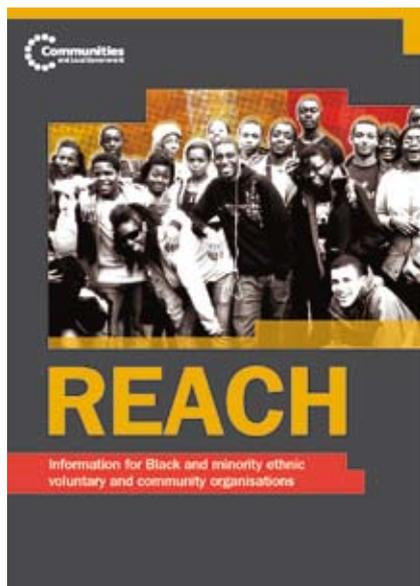
REACH is a CLG-led programme aimed at improving exam results and aspirations among young black men. Black boys are among the least likely to obtain five good GCSEs, two good A-levels or entry into established universities. They are also three times more likely to be excluded from school. Poor attainment reduces their employment prospects and contributes to a higher arrest and conviction rate.

REACH recognised that real change could only be delivered if the community helped identify the issues and worked with government to design the response. A panel to oversee the programme was drawn from organisations working with young black men and boys. They used their collective experience and expertise to tackle the complex issues with holistic solutions. Specially commissioned research and extensive consultation with black families was used to produce five recommendations aimed at tackling the causes of low aspirations and achievement.

The recommendations were to:

- improve the visibility of positive black role models

- support voluntary and community sector organisations working with black boys and young black men

- create stronger links between black families and schools

- improve reporting on race equality in schools

- ensure there is strong ministerial oversight of progress on the actions.

The Government published an up-to-date report on progress against each of the five recommendations on 14 July 2009. [The panel's research estimated that a failure to act could cost £24bn over the next 50 years.]

Read more at: www.communities.gov.uk/documents

3.27 Other projects led by individual departments are targeted to the needs of particular groups. For example, the DCSF leads a programme to address the problem of the over-representation of African-Caribbean and mixed heritage boys in school exclusions, while DH's NHS Choices online information services has a specific section on black health to tackle the greater prevalence of certain diseases within that community. This will be followed soon by an NHS Choices Asian Health site.

Governance/monitoring

3.28 The Government Equalities Office is working with the EHRC to develop an Equality Measurement Framework (EMF). The framework, which will be launched soon, will assess the extent of inequality in areas such as health, physical security and productive activity. The framework will map progress in closing inequality gaps and draws on research by academics from the LSE and Oxford University.

3.29 The Government will monitor progress on race equality against this framework – with a particular focus on addressing the starkest areas of disadvantage. The analysis of the National Equality Panel, led by Professor John Hills, which was appointed by the Minister for Women and Equalities, Harriet Harman to examine the relationship between inequalities and economic outcomes such as earnings and educational attainment will inform and guide our work to tackle race inequalities.

3.30 We will also review the structure and remit of the Race Equality Policy Forum, which brings together senior officials from across central departments to ensure that it supports our approach to tackling race inequality.

Support for the voluntary sector

3.31 The third sector is often best placed to provide support for communities or to communicate on their behalf to government. A strong network of voluntary groups representing minority ethnic communities has developed over a number of years.

Tackling Race Inequalities Fund

3.32 The Tacking Race Inequalities Fund (TRIF) funds voluntary and other third sector organisations working to tackle race inequalities. Its funding priorities both reflect the Government's strategic approach to race equality and targets to address disadvantage and those identified by respondents to our listening exercise. Organisations are particularly being supported to address ongoing discrimination and inequality, support victims of racial attacks and improve data on multiple discrimination.

3.33 In July 2009, Communities Secretary, John Denham, announced that 27 organisations had been offered a total of £8.8m funding under the Tackling Race inequalities fund until March 2011. The organisations are:

1990 Trust

Age UK (Age Concern and Help the Aged)

Association for Real Change (ARC)

Black Environment Network

Black Training and Enterprise Group (BTEG)

Business in the Community (Race for Opportunity)

Clinks

Council for Ethnic Minority Communities, Northamptonshire (Limited)

Excell3 Limited

Friends, Families and Travellers

Humber All Nations Alliance

MENTER (Minority Ethnic Network Eastern Region)

Network for Black Professionals

North of England Refugee Service

Olmec

Operation Black Vote

PATH Yorkshire

Race Equality Foundation

Race on the Agenda (ROTA)

Runnymede Trust

Show Racism the Red Card

Stephen Lawrence Charitable Trust

The Afiya Trust

The Interlink Foundation

The Monitoring Group

The Rural Media Company

Workers' Educational Association (WEA)

Communications and ongoing dialogue

3.34 Many people at our listening events stressed the importance of communication, and the benefits of networking on these issues. We will continue to use **www.be-utd.org** as a forum for sharing information, opinion and good practice and getting feedback on policy developments.

3.35 We want to continue the conversation we started when developing this strategy and so we will maintain an on going dialogue with our new national and regional strategic partners, as well as engaging with local grass roots communities-based organisations.

3.36 We will continue to work together, to ensure progress is maintained across government and to report progress annually.

Be inspired.
Be engaged.
Be uplifted.
Be respected.
Be involved.
Be heard.

Part four

Conclusion

4.1 This statement sets out the framework and rationale for tackling race inequality over the next few years. We have also described how it supports our aims to develop strong communities, based on shared values.

4.2 Communities and Local Government, as the lead department for race equality, will continue to work with colleagues in government through a strengthened race equality policy forum, the wider public sector, the third sector inspectorates, and employers to deliver the commitments in this document to address race inequalities. We will continue to report regularly on progress over the next three years through the Be-utd micro site. We will continue to produce Race Equality in Public Services statistics. These will be published throughout the year as data becomes available.

How this strategy was developed

4.3 This strategy follows the first national race equality and community cohesion strategy, *Improving Opportunity, Strengthening Society* in 2005. That document set out our plans both to reduce racial inequalities across a range of public services and to promote community cohesion.

4.4 In February 2009 Communities and Local Government published the final progress report on the strategy[2]. The report showed that while progress had been made in reducing inequalities for minority ethnic groups in the last few years, there was still much to be done.

4.5 We also published a discussion document[3] to seek the views of stakeholders from the public, private and voluntary sectors on our future approach to race equality. In the document, we set out the broad values which underpin the Government's approach – a commitment to creating strong communities, built on fairness, equal chances and a strong sense of belonging. We also posed 21 strategic questions to help us frame the debate (see Annex A). We are grateful to all stakeholders for the many thoughtful and considered responses we received.

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2. Improving Opportunity, Strengthening Society: A third progress report on the Government's Strategy for race equality and community cohesion

3. Tacking Race Inequalities: A discussion Document; Communities and Local Government

4.6   Those who responded to our discussion document came from all communities in our society. They were keen to contribute and wanted the opportunity to influence decisions and to help to shape a country which is comfortable with its diversity and benefits from it, culturally and economically.

4.7   We received wide ranging and thought-provoking feedback from stakeholders on our efforts to make public services fairer, on people's continuing experience of racism in day to day life, and on how some policies are perceived as undermining work to tackle discrimination and promote equality.

4.8   Unsurprisingly, the top priorities for many were a good education for their children, the opportunity to work, good healthcare, a decent home and a fair criminal justice system. People also emphasised the importance of culture and shared heritage and the power of the media. There is growing interest in fair and equal treatment in the social care system, and in the ways in which local leadership and local targets could help to drive progress.

4.9   Contributors also made it clear that there was a need for leadership from senior levels of the public sector to place race equality at the heart of policy making and for existing legislation, such as the Race Relations Act 1976, to be enforced more robustly. A summary of those responses is at Annex B. This document draws on their answers to explore the importance of race equality, highlight key themes and provide a strategic overview of work across government.

Geographical scope and international issues

4.10   This document provides a strategic overview of the UK Government's commitment to race equality. Race Equality legislation is a reserved responsibility in Great Britain, but devolved to Northern Ireland. However, many other aspects of policy highlighted in the document are devolved in different ways to Scotland and Wales.

4.11   Devolved Administrations are able to tailor their policies and public services to meet the specific needs of their countries. The UK Government and the Devolved Administrations will continue to work closely together to build a more prosperous, stronger, fairer UK, while recognising their particular and varying responsibilities.

4.12   Scotland and Wales have their own strategies and work programmes to address equalities issues. We will continue to work together to share good practice and promote race equality.

4.13   The strategy will help the Government implement its obligations under the International Convention on the Elimination of all forms of Racial Discrimination. It also meets our commitments to the 2009 Durban Review Conference at the United Nations.

4.14   To deliver the ambitions set out in this strategy, we will work with the Government Equalities Office and the Equality and Human Rights Commission to maintain a focus on race equality within the wider efforts of the public sector to promote equality. And we will work with our partners in the voluntary and not-for profit sectors to enable them to influence public policy more effectively and to assist minority ethnic communities.

Annex A
Tackling race inequalities:
21 strategic questions

1. How can we make sure that race equality maintains a distinct profile within a wider programme of work to address multiple disadvantages?

2. Which are the priority areas for government action on race equality? What responsibilities are there for people from all communities in modern Britain, to others and themselves?

3. How should a race equality strategy focus on addressing disadvantage linked with race and ethnicity, as opposed to mainstream programmes?

4. Can we disentangle the role that race and ethnicity plays in driving disadvantage from other factors, e.g. socio-economic status?

5. What practical measures should we be taking to address disadvantages experienced by different minority ethnic groups?

6. How can government strategies to address social mobility for all also address the effects of historic and residual racism?

7. Is there a need for a separate strategy to tackle race inequality? If so, what should the priorities be?

8. Should we expand our policy areas? If we do, do we risk diluting the focus on the five public service areas mentioned above?

9. How can we help and encourage the public sector, such as local councils, criminal justice agencies and NHS Trusts to prioritise their work on race equality?

10. What role does the voluntary and community sector have to play in prioritising race equality at the local level?

11. How can we focus more effectively on ensuring that mainstream policies meet the needs of black, Asian and minority ethnic groups?

12. How best can we work with the private sector to address ethnic minority employment issues?

13. How can we encourage more people from black, Asian and minority ethnic backgrounds to get involved in public life and in volunteering?

14. What are the main barriers to civic participation and representation that need to be addressed?

15. What more can the Government do to help communities recognise and celebrate the strengths that come from diversity and the values we have in common?

16. What should the Government be doing to ensure that the gains in black, Asian and minority ethnic employment, and the narrowing of the employment gap are not reversed during a recession?

17. How do we ensure that people from black, Asian and minority ethnic communities have the skills to fully participate in the post downturn economy?

18. How can we ensure that our approach meets the needs of the different regions, and Scotland and Wales?

19. How can we best work with organisations such as Regional Development Agencies, Government Offices and local authorities to deliver on race equality?

20. Do you agree with the approach of a long-term vision and a short-term action plan?

21. What does success look like? And how do we measure that success?

Annex B
Tackling race inequalities: consultation responses

Over 90 written responses were received to the discussion document between 24 February and 18 May 2009. Over 350 people attended the eight listening events held around the country in April and May. This note is a distillation of the main points that emerged and were often made on several occasions. Clearly, not every point made can be captured here but we have tried to draw together a broad consensus.

Key themes of written consultation responses:

Race strategy and links to equalities

- While the majority of respondents think that a separate race strand is needed in addition to the broader equalities vision and commitment, there is some suggestion that general disadvantage needs to be considered in addition to discrimination. More research into the causes of inequalities is needed, across the strands.

- Government needs to clarify and define 'race' and focus on tackling and preventing racism. This would assist with maintaining the race focus, which could be strengthened by a greater use of race equality targets at a local level, extended to institutions such as the police. Accountability in the public sector was a common theme, and equality impact assessments were seen as a valuable tool in achieving that accountability.

Public sector priorities

- Respondents were concerned that equality be addressed in the National Indicator set and that this was followed up by accountability and enforcement by EHRC, the Audit Commission and the Local Government Ombudsman.

- There was general agreement with the policy priorities from the current race equality strategy, but many respondents thought they could be made more focused.

- Leadership and political will are needed to ensure implementation of the equalities agenda in the public sector – in terms of training, monitoring, analysis and use of data; public scrutiny; guidance and sharing of best practice. Many considered that those in the public sector need to get to a place where they are at ease discussing and addressing issues relating to race and identity. There is at present a tendency towards overly conservative and cautious interpretation of the Race Relations Amendment Act (RRAA) and little positive action by public authorities. Many public authorities will concentrate on compliance in terms of producing documents and plans but are not acting to promote good relations.

- Research is needed into diversity within minority ethnic groups – addressing issues of multiple disadvantage and also inter-community relations. Strategies and remedies are then needed to address issues of multiple discrimination and disadvantage.

- Education relating to black history needs to better reflect the positive aspects of the history of minority ethnic groups in Britain, and their contribution to the making of modern Britain.

- Rural areas, for example in the South West and the North East, receive little funding for specific race equality projects because they generally have small minority ethnic populations, but the problems there are often acute – some respondents felt that these areas need more funding and attention.

- Some respondents felt that there are communities in need of accessible and affordable English for speakers of other languages (ESOL), and considered that there was value in translation and outreach resources for new migrants.

- Promotion of the Fairness agenda and the 10 Freedoms, as set out in the 2007 Equalities Review, was recommended.

- Respondents recommended that there be an improvement in diversity of public appointments e.g. NHS Trust boards, prison visitors etc. There is also a need to continue to increase diversity in senior public sector jobs.

- Housing – more pitches are needed for Gypsies and Travellers. It was also pointed out that the size of new housing 'units' can impact on larger minority ethnic households, while the shortage of housing creates concentrations of minority ethnic communities, which can hinder cohesion and meaningful interaction.

Employment

Public sector

- Many respondents emphasised the need to make sure that the duties set out in the Race Relations Amendment Act (RRAA) are carried out by public sector organisations, in particular in relation to the redundancy process. The RRAA sets out the need for promotion of good relations in the workplace and respondents consider that more emphasis needs to be placed on positive action and equality and diversity and showcasing of good practice.

- Organisations need to acknowledge that institutional racism exists; the issues need to be discussed in the workplace, together with ways forward in this area.

- Many respondents consider that public sector organisations need to increase development opportunities for minority ethnic employees e.g. shadowing, secondments, confidence building etc.

- Public sector organisations need to make greater use of procurement to encourage equality and diversity good practice in their suppliers.

Private sector

- Respondents would like to see support for minority ethnic businesses – capacity building for SMEs, support from Business Link etc.

- Access to apprenticeships for minority ethnic groups needs to be improved as well as new opportunities to address disproportionate unemployment issues that may arise during the downturn.

- It was considered important that private sector organisations were made more aware of the business case for diversity. Equality and diversity good practice needs to be disseminated across the private sector.

- Private sector employment statistics need to include diversity data, in the same way as in the public sector.

General

- Many respondents considered that labour market research needed to examine the impact of multiple discrimination, and that this research data needed to be publicised.

- More support is needed for young minority ethnic people in the workplace and entering the workplace – sponsorship and other forms of development opportunities.

- Many respondents also felt that more support is needed for refugees – for example they need permission to work sooner and access to work placements.

Civic participation

- Respondents considered that clearer and maybe broader definitions of civic participation and volunteering are needed. The point was frequently made that a lot of minority ethnic people volunteer even though they are not well represented in democratic institutions.

- Active citizenship could be nurtured and encouraged with positive images and communication. The advantages of civic participation need to be communicated, with specific targeting of minority ethnic communities.

- Public bodies need to have good track records on equality and diversity and need to engage with minority ethnic VCS and work to build trust and participation over time, if they are to build more minority ethnic representation. They need to demonstrate cultural sensitivity, show appreciation and build capacity through positive action, mentoring, shadowing and other development opportunities.

- Access to civic participation was seen to be a barrier by respondents. Public bodies need to provide better information on how to participate to minority ethnic communities – on roles and responsibilities; on the opportunities available and how to apply.

- Public bodies need to provide neutral, safe, public sector venues which facilitate the coming together of diverse groups.

Listening events

The themes gathered from the eight listening events overlap with those that have emerged from the written consultation. Participants were a mix of voluntary community sector (VCS), public bodies, academics, private sector and some private individuals. Each breakout group was run by an experienced facilitator and verbatim notes were recorded. These notes have been published on **www.be-utd.org**

Key themes from listening events:

Race strategy and links to equalities

- **Race strand** – participants were generally in support of maintaining a separate race strategy and were not so exercised about the need to disentangle it from socio-economic issues, but rather to address the two side by side. Poverty as a factor in disadvantage was also seen as an important issue which needs to be researched and acted on. It was felt that a race strategy should have links to the rest of the equalities agenda and should tie in with the mainstreaming approach of the equality and diversity field.

- **Racism** – participants reported that they found that racism was still occurring, though the way it manifests itself is maybe more subtle and covert than in the past. Racism towards Gypsies and Travellers was more overt. Rural racism is currently an issue and was flagged up as a problem for the future unless it is addressed. The point was made that an area may have a small minority ethnic community but that does not mean that they have no needs or that there is no racism or hate crime.

- **Discrimination within the minority ethnic community** – a number of participants referred to intra community discrimination such as homophobia, disability discrimination or antagonism towards another minority or new migrants. Research and action is needed in this area.

- **Communication** – many participants spoke in favour of the Government running a positive campaign to raise awareness and counter racism, similar to stop smoking or swine flu. Such a campaign could also communicate the business case for diversity and showcase good practice.

Public sector priorities

- **Accountability** – while the existing equalities legislation was considered to be good, many participants commented that there was a need for that legislation to be better complied with and acted on (e.g. EqIAs, race equality schemes), consistently across the public sector and throughout an organisation. Organisations should be collecting good internal diversity data on their workforce, following through with proper monitoring, analysis and action on the information provided by the data. Participants communicated a strong need/desire for enforcement, for the legislation to have teeth and for the EHRC/Audit Commission and Inspectorates to carry out their scrutiny and enforcement remit. Participants also wanted national key performance indicators on race.

- **Leadership/political will** – there was a strong desire from participants for the public sector, central and local government, to own the equalities legislation, to role model good practice within their organisations, to be publicly committed to the principles and accountable in practice.

- **Culture and heritage** – participants considered that the minority ethnic contribution to the shared history of Britain should be included and publicised, in museums and in schools.

- **Awareness raising** – is needed on equality and diversity issues in the workplace, for senior managers; councillors; police authorities; and for teachers.

- **Education** –in schools, children need teaching in cultural awareness. They also need to understand their heritage as well as that of other heritages and the contributions made by all minorities to the shared history of Britain. There should be more focus on English and maths at GSCE to make minority ethnic school leavers more employable.

- **Gypsies and Travellers** – participants emphasised that there were not enough sites for Gypsies and Travellers. Local authorities and public bodies need to build up trust and tailor services more to the needs of Gypsies and Travellers.

- **Existing priorities** – the existing priorities of: health, housing, education, the criminal justice system and employment, were generally agreed with, though mental health, social care and poverty also came up as suggested priorities.

Employment

- **Procurement** – private sector organisations need to make greater use of procurement to encourage equality and diversity good practice in their suppliers.

- **Labour market** – TUC representatives attended several events. Some participants considered that there could be regional issues if certain sectors were hit by the downturn e.g. manufacturing, but otherwise minority ethnic workers are affected by the same issues as the unemployed generally – they also need upskilling (including ESOL), routes into the labour market, and retraining to become more employable.

- **Adult education** – participants considered that there was a need for more accessible ESOL training and more retraining opportunities.

Civic participation

- **Funding** – participants wanted funding to be sustainable and there was a need for single group funding in some situations. There was a desire for funding and strategies to be locally tailored and managed.

- **VCS** - the voluntary and community sector should be empowered to challenge and scrutinise public bodies with regard to their equality and diversity practice. It was suggested that a national database of VCS groups be set up. Participants from South West VCS organisations felt particularly unsupported by public sector bodies.

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