



## OVERVIEW

### "Removing the Fears"

The Bradford District in West Yorkshire is one of the best known multi-cultural centres in Britain and represents a unique challenge to race relations.

The District was once blessed with economic wealth and prosperity. But with the demise of the wool industry and the decline in manufacturing, the District has seen a slide in its fortunes. It has struggled to redefine itself as a modern, 21st century, competitive, multi-cultural area and has lost its spirit of community togetherness.

As a result, the Bradford District has witnessed growing divisions among its population along race, ethnic, religious and social class lines - and now finds itself in the grip of fear.

Fear of people talking openly and honestly about problems, either within their communities or across different cultural communities, because of possible repercussions, recriminations and victimisation.

Fear of leading and managing effective change because of possible public and media criticism.

Fear of challenging wrong-doing because of being labelled "racist" - and that applies across all ethnic groups.

Fear of crime even though the police say that violent crimes are on the decline.

Fear of confronting the gang culture, the illegal drugs trade and the growing racial intolerance, harassment and abuse that exists.

Fear of confronting all white and/or all Muslim schools about their contribution, or rather lack of contribution, to social and racial integration.

Fear of establishing a corporate identity for the District as a whole as most people outside the City and immediate surrounds do not see themselves as part of Bradford. People in Keighley see themselves as totally separate from Bradford and there are many other villages and towns also reluctant to share any association with Bradford as an identity. Where there is community pride it is often seen as very local and not district-wide.

What is now desperately needed is a powerful unifying vision for the District and strong political, municipal and community leadership. In addition, the District needs a people programme that creates social harmony, rejects racial hatred, brings communities together and shows them how to value people of all backgrounds.

The challenge is to reverse the trend of "them and us" and promote a sense of pride in the District and its people. This report consciously refers to the collective people of Bradford as Bradfordians. Like it or not essentially all residents of the District are Bradfordian regardless of gender, race, culture or religion. The term should be embraced with civic pride as it offers a single common identity to a diverse population.

Already in place is the 2020 Vision, a major regeneration initiative launched in the District last year by Bradford Vision - the same organisation which commissioned this review. It represents all the area's key groups, including Bradford Council, the police, health authority, local businesses, voluntary groups and faith communities.

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## COMMUNITY PRIDE

The ultimate aim of the Vision is to create a District where people are justifiably proud of where they live, learn, work and play. And part of that overall aim includes a commitment to create a District whose people respect and celebrate differences in gender, race, culture, and religion.

Greater awareness, better understanding, respect and tolerance are values that individuals, groups of people and organisations endorsed at the many meetings the review team attended.

The review team found that barriers can begin to fall when people feel able to discuss, listen and learn in an environment that allows them to make mistakes and learn from them. Furthermore, it enables people to focus on their common interests and concerns and to be more mindful of the differences that do exist between different communities.

What was most inspiring was the great desire among young people for better education, more social and cultural interaction and commitment to contribute and achieve personal success. Some young people have pleaded desperately for this to overcome the negativity that they feel is blighting their lives and leaves them ignorant of other cultures and lifestyles.

The review also identified excellent examples of good community-led initiatives which promote positive role models and encourage social and multi-cultural interaction. It is these forms of positive, socially inclusive initiatives that must be supported and developed.

So where does the Bradford District go from here?

Leadership is crucial to instigate and sustain any change. A vibrant and dynamic leadership should work to ensure that civic pride and a corporate identity is established. People said that the city pride went

when the wealth left the District. From all backgrounds, people want to see civic and community pride at the heart of the economic revival and this should be supported by a People Programme that values the talents, qualities and experiences of all people across the District.

Such leadership would institute and sustain organisational, social and community change programmes, involving enlightened and dynamic partners and stakeholders from all sections of the community, including businesses, older and young people, women and men, non-disabled and people with disabilities and across all social, ethnic and religious communities.

New initiatives are needed which will introduce social inclusion, eliminate institutional discrimination, highlight the strengths, successes and achievements of the District and work endlessly to promote diversity. They must bring people together so that they can learn with and from each other as part of the drive to shape a new positive Bradford District identity.

The review has made a number of suggestions which it believes will help promote social harmony.

They form the basis of a proposed People Programme which would promote the many good things happening in the District to help build trust and confidence across all communities. Leadership, public education initiatives, communication strategies and social programmes will be at the heart of this.

The whole of the District would need to be involved in the Programme but particular emphasis should be placed on children and young people who are best placed to champion the changes and promote a people-first culture.



There are a number of main strands to the programme:

- ◆ **Citizenship education in schools:** Primary schools were given the option to include this in their lessons from September 2000 and it becomes a compulsory subject in secondary schools in September 2002. The review recommends that the Bradford District embraces the theme of citizenship in its schools and builds on the national initiative to ensure all its young people learn about diversity and the need to respect people from all social, religious and cultural backgrounds.
- ◆ **The creation of a Centre for Diversity, Learning and Living:** This would become a centre of excellence focusing on the people of the Bradford District and how they can share their diverse experiences. It would provide expertise, advice and guidance for all the District's institutions and organisations on a range of issues including inter-faith/cultural studies, anti-discrimination activities and best practice. It would also provide support and advice for individuals in discrimination or racial harassment cases.
- ◆ **A Behavioural competency framework for the workplace:**  
The aim of the framework would be to encourage all organisations to ensure their staff are aware of the District's many different social, cultural and religious communities and their needs. It would outline 'standards of behaviour' for employees and would seek to ensure that staff demonstrate their understanding and experience of the District's diverse communities in the workplace. It is suggested that the framework could be piloted by the Council and developed for use by other organisations.

◆ **Equality and Diversity contract conditions:**

In order to promote social and cultural mixing as well as good race relations, equality and diversity conditions should be inserted in all contracts of grant-aid, public-financed investments, all supplies and contracted services as well as in partnership projects/programmes.

If the Bradford District is to meet successfully the challenges posed by its present circumstances and its uniqueness, there has to be immediate action to initiate change to end racial self-segregation and cultural divisiveness.

The first priority for the District's leaders is to create a "can do" culture and to eliminate the culture of fear. All of the recommendations in this review report can be achieved - but there will be no gain without pain.

The following recommendations are only a part of the solution - their success depends on the people of the District and their desire to champion change for the benefit of all communities.

- ◆ Emergent leadership must take forward the vision, mission and values which engage, harness, use and value the talents and abilities of all sections of the District's diverse cultural communities.
- ◆ Highlight positive features of the District in all social and economic programmes, as well as marketing the District's strengths through events, publicity and communications.
- ◆ A dialogue-driven leadership and communication programme to convince local people of the benefits to be gained from the District's diverse cultural, ethnic, faith and multi-lingual communities and, to do so through interacting and working together.

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## COMMUNITY PRIDE

- ◆ Prioritise children and young people as potential leaders and champions of an emergent people programme and people-first culture for the District.
- ◆ Revising, improving and advancing the citizenship component of the National Curriculum that covers diversity, differences, rights and responsibilities, particularly with regard to behaviour and respect for other people irrespective of background, appearance, characteristics, social circumstances or status.
- ◆ Establish a Centre for Diversity, Learning and Living, a new District-wide equality and fair treatment initiative for all public services and employers.
- ◆ Introduce a Bradford District model for behavioural competency for public service employees.
- ◆ All public bodies in the District to have independent Equality and Diversity Audits covering all activities as specified in the schedule in Appendix 2.
- ◆ Equality and diversity conditions to be inserted in all contracts of grant-aid, public-financed investments, all supplies and contracted services as well as in partnership projects/programmes.

## THE REVIEW TEAM



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# THE BRADFORD DISTRICT

## race review





## 1. BACKGROUND TO THE REVIEW AND TERMS OF REFERENCE

1.1 There are many excellent initiatives across the Bradford District aimed at stimulating economic growth and development (e.g. 2020 Vision) and programmes to involve communities of all backgrounds, especially in deprived neighbourhoods. A lot of good things are happening but not everyone shares these experiences.

The key concern in the District is that relationships between different cultural communities should be improving, but instead they are deteriorating. There are signs that communities are fragmenting along racial, cultural and faith lines. Segregation in schools is one indicator of this trend. Rather than seeing the emergence of a confident multi-cultural District, where people are respectful and have understanding and tolerance for differences, people's attitudes appear to be hardening and intolerance towards differences is growing. This situation is hindering people's understanding of each other and preventing positive contact between people from different cultural communities.

1.2 In order to respond to the concerns that people have about their community, their access to opportunities, education and other public services, the environment and race relations, Bradford Vision decided to review the position of community relations and how they can stimulate new and meaningful responses. A review team was established to explore these issues and trends among the diverse communities living in the District, with the following stated terms of reference:

1.3 The review will:

- i. Identify issues of shared concern and understanding in order to facilitate the building

of bridges between communities where they do not exist and to foster and strengthen them where they are weak.

- ii. Identify those issues that cause conflict and lead to polarisation between individuals and communities on the grounds of race, culture and religion and suggest methods for resolution.
- iii. Identify methods of working that will assist key institutions in the public, private and voluntary sectors, including faith organisations, to create ownership and responsibility in promoting greater understanding and respect between communities.
- iv. Consider whether a racial equality organisation is needed within the District and, if so, identify the role, structure and remit of such an organisation.

1.4 The approach taken by the review team was to take soundings from people across the District, with priority given to those voices which are rarely heard - for example young people, the vulnerable and the disaffected. The review also met with women's and religious groups and heard from leaders, organisations and institutions.

1.5 In addition to this the review also commissioned research to provide other independent baseline information.

1.6 The review informed people across the District about its work, invited comments, produced leaflets, stimulated press reports, set up a website and e-mail address, issued returnable postcards and ran a telephone hot-line. People's views were



expressed to the team through all these different ways.

1.7 The review held two large assembly meetings, one in Bradford and one in Keighley, to which representatives of organisations were invited. At these meetings soundings were taken as to the key issues and people were encouraged to discuss these further. In this way it was intended that the process of discussion and comment would cascade between the organisation's representatives to people in the District.

1.8 Many individuals and organisations also sent reports and other written submissions, some of which were specifically written for the review. More than 10,000 people visited the website over the course of the review and it continues to generate interest through the message board.

1.9 Views expressed were wide-ranging and covered various aspects of life affecting people of different backgrounds, status, circumstances and appearance. The review, however, has had to focus on the terms of reference set by its initiators.

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# BRADFORDIAN VIEWS







## 2. BRADFORDIAN VIEWS OF THE DISTRICT

2.1 The review team heard from individuals across diverse communities, voluntary organisations, local and regional employers and public services authorities and agencies.

2.2 The review also sought to hear from the "usually-excluded" groups of people, whose voices are rarely heard - such as young people, the vulnerable and disaffected - in addition to those who are always audible and visible when these issues are under consideration. Not surprisingly, many people from different communities expressed common concerns.

2.3 However, many people also highlighted the strengths and positive features of the District and wanted to see these successes built on. These included:

- The diverse cultures of the people
- History, architecture and heritage
- Nationally known professional football and rugby league sports clubs
- Inter-faith/cultural expertise and centres of excellence
- Easy instant access to the attractive countryside and rural areas
- Museums, Salts Mill Gallery, Bronte Country
- Bradford and Keighley Melas
- Restaurants with good food
- University
- Local enterprises and emergent Asian-led businesses
- Vibrant community organisations and developing partnerships

**The District's leaders must use the strengths, successes and positive achievements to market and**

**promote the Bradford District through all publicity, information, communications and events.**

2.4 These commonly agreed positive characteristics of the Bradford District are highly appreciated, valued and respected by contributors to the review. People felt that the District's qualities, assets and natural attractions were often undersold or overwhelmed by the negativity and notoriety which is too often associated with Bradford's identity. Nevertheless, people acknowledged that there were deep-seated problems which had to be tackled openly, honestly and without fear or favour if economic, social, educational and cultural developments and successes were to be achieved.

The views expressed were wide-ranging but the following is a summary of the common concerns and perceptions expressed to the team during the course of the review.

People from all backgrounds raised concerns as they saw them. What follows are their views, not those of the team.

### 2.5 Common concerns

#### 2.5.1 General

- The overall public image of Bradford is a poor one and negative media headlines reinforce stereotyping.
- "White flight" and "middle class" people movements out of the city are leaving behind an underclass of relatively poor white people and visible minority ethnic communities.
- Sikhs and Hindus drift away to Pudsey as a preferred neighbourhood.

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## 2.5.2 Leadership

- Political leadership has been weak in kowtowing to community leadership and operating within a "doing deals" culture to avoid "disturbances" and to "keep the peace".
- So-called "community leaders" are self-styled, in league with the establishment key people and maintain the status quo of control and segregation through fear, ignorance and threats.
- Community leaders tend to retain their power base by maintaining the segregated status quo, even when unrepresentative.

## 2.5.3 Communication

- People at street level are rarely told what is really going on by politicians or leaders and therefore form misconceived or wrong views about other people or develop their own because of a lack of accurate information.
- Communications, information and dialogue, led by public institutions, must improve to prevent perpetuation of misconceptions and perceptions held by communities about each other (e.g. "Muslims get everything and the rest get nothing" and vice-versa).
- Institutions are not communicating effectively. There is a need for a community-wide newspaper. Not enough use is made of communicating through local and specialist radio that can reach different cultural and faith communities.

## 2.5.4 Divisions

- Different communities seek to protect their identities and cultures, discouraging and avoiding contact with other communities and institutions.

- Bradford District is divided. Inner City Bradford is seen as Muslim dominant and the rest of the District does not see itself as being part of the Bradford identity.

## 2.5.5 Discrimination and fear

- Victims of discrimination are inadequately supported and need accessible advice and support.
- Self-segregation is driven by fear of others, the need for safety from harassment and violent crime and the belief that it is the only way to promote, retain and protect faith and cultural identity and affiliation.
- Diversity among employees at the workplace is needed to contribute to improved interaction.
- There is resentment towards the Asian community by sections of the white community, who perceive hostile and mono-cultural religious leaders as the advocates of segregation.
- Islamophobia is regarded as prevalent in schools and the community and affects how the Asian community is regarded and treated, especially Muslims.

## 2.5.6 Lack of facilities and interaction

- Young people are desperate for adequate recreational and leisure pursuits. Their frustrations, due to boredom, lead to anti-social and criminal behaviour.
- There is a lack of social, sporting and multicultural events which bring different groups of people together.



#### 2.5.7 Consultation and participation

- There is a lack of consultation with minority ethnic communities over education. People such as minority ethnic governors and teachers in schools are marginalised.
- Asian and minority ethnic communities cannot effectively participate or contribute to the education agenda because of lack of knowledge of how the system works.
- Inter-continental marriages mean that around 50% of the marriages that take place in the Asian community result in an intake of new residents who are unable to communicate in the English language, which limits their participation in mainstream social and educational activities.

#### 2.5.8 Deprivation and competition

- Regeneration processes force communities and neighbourhoods to bid against each other for scarce resources and this creates divisions and resentments.
- Regeneration processes require communities and neighbourhoods to compete on "deprivation - deficit models" which, in effect, means that to succeed requires arguing that your area is more deprived and dreadful than the next. This is regarded as negative and reinforces low esteem.
- Regeneration may be happening but "we can't see the benefits".

#### 2.5.9 Exclusion from decision-making

- Ordinary people are not sufficiently involved in decision-making about policies and programmes intended to meet their particular needs and that is why these fail.

- Women and young people must be given more active, responsible and leadership roles in community-based projects.
- Asian women face particular obstacles to their participation in decision-making process at all levels.
- Local decision-makers do not tend to send their children to inner-city schools.
- There is a lack of co-ordination between the key stakeholders, religious organisations and voluntary/community organisations in the planning, bidding and implementation of local and neighbourhood projects.
- There is low level minority ethnic representation on decision-making bodies and executive boards with influence and impact.

#### 2.5.10 Policing

- There are conflicting styles of policing. Top-down management appear to push anti-racist approaches while rank and file officers remain fearful of being called "racist" and damaging their career prospects if they tackle black and Asian offenders.
- Police methods cause resentment and perpetuate stereotypes and mythology. For instance, Asian young men in gangs are alleged to boast that the police would not dare touch them for fear that they would "riot" and people from all sections of the community resent the police for what they see as "nothing being done against criminals."
- Police contend that they manage gang crimes effectively and with sensitivity and that they are in control of the situation.

**not prejudice**



- Policing is inconsistent and law enforcement is driven by containment policies and "keeping the peace".
- Police underestimate the extent to which "low level" persistent offences, such as name calling, stone throwing and broken windows, affect people's everyday lives and sense of well being.
- Drugs are seen to be blatantly and openly peddled and used on the streets without much apparent police prevention or protection.
- Police know who the drug pushers are but, as long as the drugs are being peddled within the inner city and white suburbia is safe, they will do little or nothing. They collude with non-intervention.
- Police are slow to respond to complaints and serious incidents.
- More attention needs to be given to creating safe environments especially essential public places such as shopping centres, facilities, parks and streets.

### 2.5.11 Racial discrimination and the labour market

- There is racism and racial discrimination in the labour market and in the workplace which limits equal opportunities for visible minority ethnic communities.
- High unemployment levels and racial discrimination in the labour market contribute to many of the problems facing young people of all backgrounds.

- There are skills shortages in the area and there are sections of the minority communities who are locked into a blame-culture and attribute too many failings to racism alone.
- Employers fail to review their own policies and practices to ensure fair treatment, equality access and to promote diversity at the workplace which would help to achieve bottom-line business and community benefits.

### 2.5.12 Local economy

- Economic development, inward investment, support for local enterprise and job creation have to be prioritised and the Muslim community has to be prioritised as "if the Muslim community fails, Bradford fails."
- City pride and civic leadership are pre-requisites for the regeneration of the Bradford District. Pride left when the wealth left and Bradford's town planners do not go out of their way to help businesses and job creators. Lack of civic pride is reflected in litter-strewn streets and laybys.
- The town centre is deemed unfashionable and has insufficient attractions for those outside the City and many young people go elsewhere.
- City Hall bureaucracy is frightening away potential investors.
- Transport is a huge handicap as there is no central gateway route into the City. Litter-strewn roads and dirty streets discourage potential investors.



### 2.5.13 Young people

The young people were very particular about the concerns they have both generally and specifically about their education and also offered some specific solutions:

- The polarisation of communities along racial, ethnic and religious lines.
- Limited or non-existent interaction between schools and different communities denying young people a fuller education in preparation for adult life in multi-cultural societies.
- The under use of inter-faith and intercultural studies facilities and resources.
- Open racial conflict and harassment in and around schools.
- Inconsistent and inadequate action by schools and teachers to recognise and deal with racial incidents.
- There is "virtual apartheid" in many secondary schools in the District.
- Victimisation of minorities in largely monocultural schools, whether Asian, white or black.
- Inadequate curriculum content to enable understanding of different cultures and religions in the District.
- Lack of discipline in schools and failure to deal effectively with persistent offenders.
- Not enough publicity given to successes and achievements in education where these occurred.
- Low levels of academic achievements in too many schools.
- Early years education must ensure that positive attitudes are encouraged as a result of appropriate teaching about diversity, differences and cultures.
- Parents must also be educated to challenge myths, stereotypes and negative attitudes.
- Schools rarely listen to parents and pupils.
- The Bradford District must be promoted and marketed positively, especially the advantages and benefits of its diverse cultures and religions.
- Racial tensions in schools can be overcome by sharing experiences and acquiring knowledge about the different people and communities living in the District.
- Leadership among teachers, parents, governors and students must be developed on these issues so that more best practice can emerge and be shared.

### 2.5.14 Other education concerns

- Different communities are divided and in conflict.
- Schools have no control of problems which occur in the communities or on the streets -yet these affect relationships in schools (e.g. bullying, racial attacks, gangs, drugs).
- Crime, drugs and territory are issues that affect young people's lives in detrimental ways.

**not prejudice**





## COMMUNITY PRIDE

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- Non-English speaking homes prevent parental help being given with homework or prevent parental participation in schools.
- Parents are expressing their rights by taking their children out of some schools and even out of the District, often along racial lines.
- Parental prejudices are fed to children with detrimental results in attitudes and behaviours.
- Race/ethnicity is an issue of real concern for schools when they are predominantly of one ethnic or monocultural composition.
- Children are taken out of formal education at critical periods for lengthy stays in Pakistan, thus damaging their academic development.
- The process of replacing the Local Education Authority with an external education service has failed to deal with the equality deficiencies identified and has not addressed the diverse multi-cultural knowledge needs of the District's children and adults.
- Admission policies and catchments have failed to bring about mixing, sharing and integrating - instead encouraging segregation and separation.
- Good and best practices in diversity awareness (through teaching and learning) must be developed and shared for the benefit of education attainment and to assist relationships within the communities.
- Shared perspectives, best practices and role modelling/mentoring initiatives are necessary across the schools, colleges and universities.



PEOPLE SEEKING SOLUTIONS

projects to  
build on



### 3. PEOPLE SEEKING SOLUTIONS - PROJECTS TO BUILD ON

3.1 The Bradford District has a very diverse population of people from different ethnic backgrounds, including one of the largest concentrations of Muslims, mostly originating from rural Pakistan. There are many enlightened people working for racial equality and good relations between people of different backgrounds.

A wide range of experts also work within the District, making it a potential centre of excellence for teaching and educating the population at large about the varied cultures, religions, faiths and life-styles of people in the area. The Bradford District's future depends on people working with people collectively to develop and use the talent of all its residents. This is a recurrent view expressed by many of the people who participated in the review.

3.2 It is a shared view that current relationships between the different communities have been deteriorating for some time. It was this concern that triggered this review of policy and practice affecting the state of community concerns and people interaction.

Strong views have been expressed to the review by different groups about each other and these appear in the previous chapter. The current Bradford scenario is one in which many white people feel that their needs are neglected because they regard the minority ethnic communities as being prioritised for more favourable public assistance; some people assert that the Muslims and, in particular, the Pakistanis, get everything at their expense. Simultaneously, the Asian communities, particularly the Muslim community, are concerned that racism and Islamophobia continue to blight their lives resulting in harassment, discrimination and exclusion. They argue

that they do not receive favourable or equal treatment and that their needs are marginalised by decision-makers and public-service leaders.

3.3 These widely held conflicting views are entrenched and endemic. They may differ from the facts and realities. Nevertheless, they remain the views and perceptions of those people that hold them and remain their version of reality. As a consequence, different ethnic groups are increasingly segregating themselves from each other and retreating into "comfort zones" made up of people like themselves. They only connect with each other on those occasions when they cannot avoid each other, such as in shops, on the streets, at work, when travelling and, perversely, in Asian-owned restaurants by choice. Education in schools that are racially self-segregated is the most vivid reflection of this state of affairs.

3.4 There are many contributory factors to this situation and include:

- ◆ Bradford, as a town or city or district, (particularly the inner urban environment), is perceived by some people as an unattractive area in which to live and work. That image and reputation can negatively affect the self-esteem of inhabitants. For instance, many young people said they would like to move on because they do not see a future in Bradford.
- ◆ People's negative attitudes about each other are formed and influenced in education, through the media, family and friends, and on the streets.



- ◆ Some local "leaders" are seen as self-serving, propping up a status quo and afraid to challenge other local "leaders", even when they may be involved in exclusive and potentially divisive activity. "Leaders" are often not prepared to be radical or even reasonable in enabling young people to take responsibility for their actions within their locality or communities through investing in them and placing power and resources at their disposal. There is a demonstrable lack of mutual trust and confidence between young people and those in established leadership positions.
- ◆ Issues such as Islamophobia, racism, sexism and homophobia are not effectively challenged and this deficiency indirectly reinforces negative stereotypes, bigotry, ignorance and prejudice.
- ◆ Funding regimes and partnerships have failed to incorporate specific objectives and programmes to create and sustain social and cultural interaction and integration.
- ◆ There is a lack of teaching, learning, knowledge and understanding about different cultures, ethnic groups and religions/faiths. This perpetuates mythology, misunderstandings, ignorance, fear of differences, lack of communication and prevents interaction between communities. Formal and public education provision has been inadequate in remedying this deficiency.
- ◆ Young people are becoming more involved in anti-social behaviour, harassment and intimidation, violence, criminal activity and the illicit drugs trade. This is particularly so of young men of all cultural backgrounds.

3.5 In short, the situation in the Bradford District is described by the review team:

*"Misinformation about and mismanagement of diverse community relations have fuelled white people's resentment about a perceived dominant presence of visible minorities with strong religious affiliation.*

*"Simultaneously, a fast growing Muslim community is, to an extent, resentful of perceived as well as actual unfair and unequal treatment. The Muslim community therefore tends to draw on the comfort and security derived from staying together, retaining its strong culture, religious affiliation and identity, to live in self-contained communities and maintain strong links with Pakistan.*

*Other smaller minority communities such as Polish, Italian, Black Caribbean, African, Ukrainian, Sikh, Hindu, Bangladeshi and Refugee communities are squeezed into either integrated self-contained entities, or live and exist in isolated and vulnerable situations and are marginal to the wider, more dominant culture clashes and divisions. For instance, the small Black African Caribbean communities complained specifically of being squeezed out of areas of previous occupation and settlements, while the Ukrainian community claimed to be harassed, attacked and overlooked."*

3.6 **Bradford's development as a successful City, with economic prosperity and social cohesion, requires all parts of the District to be engaged actively in harnessing the talents and abilities of all sections of its multi-cultural communities. That requires interaction and interdependency which, in the circumstances, could only be achieved by exemplary municipal and institutional leadership, community-led and inspired vision and inclusive policies and programmes that incorporate equality and fair treatment.**

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3.7 This review has focused on people - BRADFORDIANS, people who were born here or came here by choice. People who live, work, learn in and enjoy Bradford and its surrounding District. People who feel that they do not belong or are not valued for their individual talents, abilities and contributions tend to be disconnected and disaffected. Such disaffection and disconnection were continually emphasised by people's responses during the review.

3.8 Bradford Council and Bradford Vision have already led a major consultation resulting in the 2020 Vision for the District. One of the key components in the strategy for delivering the vision is the communities' (people's) contribution. But the fact that communities are tending to self-segregate along ethnic and religious lines is undermining the strategy and there are clear adverse implications for the future of the District if this situation is not reversed.

3.9 One of the most widely held views expressed to the review was that some people in municipal, public and community leadership positions have contributed historically to the present problems now being experienced by their own reluctance to challenge the perceived norms of allowing social and economic programmes to develop along self-styled cultural and faith-dominant tracks that have fuelled the drift towards segregation, the formation of ghettos and comfort zones.

With the benefit of hindsight, some "leaders" and decision-makers are prepared to accept such criticism as valid. Nevertheless, as a consequence, too many people now tend to do what they feel is best for themselves and their families within their perceived comfort zones, comprising people like themselves, and do not see the need for integration or wider interaction. They have yet to be convinced about the

benefits to be derived for themselves from a multicultural, multi-ethnic, multi-faith and multi-lingual society or community. That is the key goal for Bradfordians. **It is to understand, believe in, see and share the benefits of its diversity, which is inherent in the different qualities, skills, experiences, cultures and aspirations of all Bradfordians, whatever their appearance, background or status.**

### 3.10 Projects of Achievement

3.10.1 The review has been assiduous in seeking out projects at local level in the District that are successful in promoting positive community and race relations. There are many enlightened young people and other individuals engaged in projects which work across diverse communities in multi-cultural settings. In particular, young women are leading community-based projects that serve their particular communities but foster and sustain social interaction, mixing and integration through learning with and from each other and by sharing experiences.

3.10.2 The District has to build on these positive foundations and some of these projects are highlighted throughout the remainder of this chapter, as the type of projects and programmes that are enlightening, inspirational, educational and worthy of being replicated elsewhere. These projects are only a sample and there are others worthy of emulation that are not mentioned here.

### 3.11 Manningham and Girdlington Youth Partnership

3.11.1 The Manningham and Girdlington Youth Partnership is helping young people to help themselves and is supported with Single Regeneration





Budget (SRB) funding. The project has its roots in a youth development initiative that emerged in the aftermath of the 1995 Manningham Riots. Since then a Project Manager has supported the community to form a partnership between women and men from the local area. The partnership has 40 members and is working to make quality-of-life improvements in the area.

3.11.2 This project has demonstrated what young people can do to make a positive contribution to their community when given the opportunity to do so. Faced with a history of negative media attention on youth in the area, the presence of a 'gangster culture' among some young people, not being respected for the contribution they can make to improve life in the community, and living between two cultures and a generation gap, these young people have developed a project that counters negativity and raises the esteem of young people and their community.

3.11.3 In doing so these young people have developed and managed a range of practical projects to enhance their skills and meet the needs of the local community. They have worked on health promotion, careers initiatives to enhance their employment prospects and have organised youth exchanges.

3.11.4 To their credit they already have solid achievements under their belts. The partnership has established a voice for young people in the community; raised their levels of awareness and those of the statutory agencies operating in the area; brought young people together to work for a common goal; and, most of all, created a partnership that provides leadership and positive role models for other young people in the area.

3.11.5 This partnership has enabled people in the community to see the positive consequences of involving young people in decisions that affect their

lives. By fostering a supportive environment with key statutory agencies they are able to bring the voice of young people to the table. They have created better understanding within their families and those of other young people that has gained them respect and added to their self-esteem. For the partnership this is a way to engage young people in activity that can reduce conflicts, tackle under-achievement, improve employment prospects, reduce crime, create a positive image of the community and use resources more effectively.

### 3.12 Keighley Asian Women and Children's Centre

3.12.1 This is a centre that provides pre-school support for women and children in Keighley. The centre is run by a voluntary management committee of local women and places a high value on children being aware of the multicultural community that they will grow up in. The centre employs a multicultural staff that enables children to see and experience people different from themselves. The centre works closely with parents to help them to get the best education possible for their children to live in a diverse community. While the Asian community uses this centre, the management committee wants to attract white parents and children to the centre to encourage more mixing and understanding between communities.

### 3.13 Sure Start Barkerend

3.13.1 Sure Start is a Government initiative targeting families with pre-school children in disadvantaged areas. The programme aims to give children the best start in life by preparing them for school, by improving health, the ability to learn, social and emotional development and strengthening families and communities.

**not prejudice**



3.13.2 Barkerend in the Bradford Moor area of the District is a culturally diverse location with Bangladeshi Pathan, Indian, Pakistani, African-Caribbean and white European families living together.

3.13.3 By employing a culturally mixed and multi-lingual team the initiative has been able to identify and develop local role models to engage families in the area.

3.13.4 Through consultation, social events and activities that support the aims of the initiatives, parents from these diverse communities are beginning to meet and understand each other better. While a challenging task, barriers are starting to fall which in time will improve the quality of life for children and parents in Barkerend.

### 3.14 The Junior University

3.14.1 The University of Bradford has developed a project specifically to increase the participation of young people from ethnic minority communities. The Junior University has been set up by the Centre for Continuing Education for Young People from age 13 and has been running for several years. Young people from across the district who might not otherwise be considering going to university are invited to consult the Junior University about their future education and career plans, and to gain direct experience of studying at the university, through seminars, day schools and conferences.

3.14.2 Some students also take part in the Summer University, giving them taster courses based on some of the undergraduate programmes available at the University. They are also encouraged to take short courses from a range of subjects, which can contribute towards certificates, diplomas and

degrees. In addition, young people are given the support and help with study skills they need to prepare for university life.

3.14.3 As part of this project the University also provides support and advice for the parents of these young people. Special meetings and seminars enable parents to find out about the educational opportunities available at universities and also how to support their children through their educational development.

### 3.15 Uniformed Services Consortium - Employment Initiative

3.15.1 This is the only example in the UK and has been highlighted nationally as good practice. The consortium consists of the Army, Royal Navy, Royal Air Force, Bradford Careers, West Yorkshire Police, Employment Service, Ambulance Service, West Yorkshire Fire Service, Nursing, Bradford Capacity Building Consortium and Bradford College. All the above organisations have national Home Office targets to recruit more people from the minority communities.

3.15.2 The West Yorkshire Police brought this group together on a district-wide basis and formed the consortium to pool money and initiatives on recruitment across Bradford. Last year the Consortium secured Single Regeneration Budget funding for a major recruitment event in Manningham, and this year is running a series of events in centres across Bradford including Grange Interlink and the Hindu Cultural Centre. Funding for recruitment, publicity and planning are all pooled and used in partnership.



### 3.16 Connecting Communities - Towards More Representative Services

3.16.1 Bradford Minority Ethnic Communities (MEC) Police Liaison Committee, which is independent of the Police, secured a £297,000 Home Office grant - the biggest in the region - to implement a three-year programme in order to run a series of community-based initiatives and roadshows in order to encourage young people from MEC to join the Police and other Home Office Service providers.

3.16.2 The project also involves building trust and confidence between the Police and MEC, as well as developing a support and mentoring scheme with West Yorkshire Police (WYP) for minority ethnic applicants before, during and after recruitment. They will also work in partnership to develop job shadowing schemes with the WYP. This is a nationally recognised innovative scheme.

### 3.17 Bradford Youth Team Initiative

3.17.1 The Youth Team Programme was established to train and equip young people between the ages of 18 and 25 from the inner city and Council estates to contribute to the regeneration of these communities through the Local Authority's strategy to reduce youth crime.

3.17.2 The Youth Team members have developed their understanding and awareness of different cultures and faiths. Building on the accredited training, they work as peer mentors and role models for vulnerable young people. The type of work they have undertaken includes health, drugs and crime awareness programmes, running holiday playschemes and organising anti-bullying and self-affirmation workshops.

3.17.3 Significantly, by working in mixed cultural teams these young people have been able to effectively deliver programmes and engage other young people in any cultural setting.

### 3.18 Bradford Bulls

3.18.1 Bradford Bulls is a successful Rugby League club that is committed to bringing the sport to all sections of the community. The Bulls aim to provide high quality sporting entertainment for a family audience, which is not limited by age, race, disability, gender, colour, creed or geographical location. The club's community development programme is widely regarded as one of the best in sport in achieving this goal.

3.18.2 The community development team has helped deliver a diverse curriculum to all parts of the community, both young and old, on topics such as education, health and fitness awareness and providing sporting access. This commitment to the community not only helps the club to achieve its business objectives of extending its fan base and identifying future players, it also helps people to make new connections across communities.

3.18.3 Through partnerships with Bradford Council, the Local Education Authority, schools and local amateur rugby clubs, the community development team is helping to raise young people's self-esteem and performance in school, increase their levels of participation in sport and promote healthy living. For example, the Bulls' Assembly Project reaches into schools to raise young people's awareness of teamwork, healthy life styles and attendance. The Mentoring Project seeks to re-engage young people who are not maximising their potential through the mainstream school system. The schools coaching programme introduces large numbers of children of all backgrounds to rugby.

**not prejudice**



### **3.19 West Yorkshire Police Youth Services Officers and Community Youth Projects Officer.**

3.19.1 In recent years, West Yorkshire Police have introduced Youth Service Officer posts in two divisions and with the support of the Manningham and Girdlington Single Regeneration Budget funding have appointed a Community Youth Projects Officer and Youth and Drugs Officer.

These officers have a brief to work with young people in the 10 to 25 year age range, with the predominant cohort being between 12 and 17 years of age.

3.19.2 Their approach has been to spend time meeting, listening to and organising activities with young people in the inner city and those from adjoining estates. The officers work in partnership with local youth services, voluntary groups and schools to divert young people away from crime and anti-social behaviour and to improve police/youth relations. They promote positive young role models within and outside the community and offer exciting and interesting diversionary activities and projects to local young people, depending on available funds. Sport and recreation activities are central parts of these activities, as well as residential visits. Students attend outward bound courses, are involved in community sports leaders awards and team building weekends and do work shadowing. Special assistance is given to excluded pupils. Particular activities are arranged for bonfire weekends when trouble can often break out.

3.19.3 One of the important features of this work is the relationship of trust that the officers can build up with local young people but it also helps the police find out about life on the streets of Bradford and the particular problems and aspirations of young people of different cultural backgrounds. They are all deeply

aware of the issue of racism and, where possible, actively seek to promote interaction between different ethnic groups through activities of common interest.



MOVING FORWARD



bradfordian  
people  
programme



## 4. MOVING FORWARD - A BRADFORDIAN PEOPLE PROGRAMME

4.1 The response to self-segregation, miseducation, misinformation, fear and insecurity must be to build trust and confidence in the people. Therefore, the Bradfordian People Programme is about building trust and confidence across all communities. It is about building on the good things in the District and promoting its many positive developments, initiatives and achievements, most of which are due to people's contributions, talent, skills and commitment.

Inevitably, institutions and organisations (e.g. local authority, public services agencies and providers, employers and voluntary organisations) have to change too. People need to have confidence in organisations and institutions and the People Programme would enable those people who run and work in such bodies to be more understanding, committed and responsive.

4.2 Leadership, public education programmes, communication strategies and social programmes with clearly defined citizenship objectives will have to be at the heart of initiatives to meet the challenges in the District.

4.3 Altering the mindset of people unwilling to interact with others who are not like themselves is only likely to be achievable with effective leadership, communications, actions, teaching and learning. There will also be a need to demonstrate the benefits of such interaction to the communities concerned.

4.4 All of the District's people will be the ultimate beneficiaries but it is its children and young people who are best placed to carry forward the ideals for such a project.

4.5 **The District's children and young people should be prioritised as the potential leaders and champions of the People Programme and people-first culture, encouraging and facilitating their capacity to listen, learn and communicate with each other, without losing their identity or links with their heritage as many are already demonstrating.**

Young people have indicated a willingness to be part of a changing Bradford District with attitudes geared to engagement with others, interaction and interdependency for the benefits of themselves and others. Wider benefits include a realism of having to interact in interdependent ways within diverse cultural settings, in domestic labour markets, at workplaces, in other parts of the UK and internationally.

4.6 The Bradfordian People Programme would aim to involve all young people, whatever their ethnic origin, background, appearance, status or religion. Their commitment would be to themselves, their families, their friends, their fellow citizens and the communities around them.

4.7 There would be a number of distinct features of the Bradfordian People Programme:

- (i) Citizenship education in schools
- (ii) Centre for Diversity, Learning and Living
- (iii) A behavioural competency framework for the workplace
- (iv) Equality and diversity contract conditions

4.8 The first feature would see formal education provision in schools, colleges and the



University in which citizenship, inclusiveness, knowledge, understanding and respect for diverse cultures and common humanity would be strong features. This would obviously complement the main curriculum objectives of high educational attainments and achievements, alongside the excellence in schools programme and meeting labour market needs and skills shortages.

4.9 The second would see wider public education and social action programmes which would carry forward the same values as expressed above, involving people in their communities and influencing positive and respectful public attitudes, perceptions, conduct and behaviour.

4.10 The main objective of the programme would be to see the emergence of children and young people in the Bradford District who work to fulfil their own potential talents and abilities. At the same time they would engage and interact with all people who are different from themselves, with growing confidence and respect, as a result of having access to education about diversity through learning and sharing.

4.11 That will mean setting standards for a recognised Bradford District – Citizenship for Everyone model, geared to promoting knowledge and understanding and incorporating these values in the mission, vision and values of all public services, social regeneration and education programmes. Such standards would also underpin the introduction of a workplace competency framework incorporating a diversity competence as an essential key experience/skills requirement for public service appointments. This would link to essential teaching and learning of diversity in schools, colleges and higher education to meet such labour market

requirements, as well as support the economic objectives of the 2020 Vision.

4.12 In addition, the People Programme would have to be underpinned with institutional and organisational change incorporating equality, equity and diversity learning so that all round coherence and maximum benefits could be achieved.

Leadership at civil and community levels is critical for the success of the programmes. Unless there is total commitment, belief and determination demonstrated by existing leaders and the emergent ones there will be little chance of success in turning around the fortunes of the District.

A new Centre for Diversity, Learning and Living (outlined in section 4.14 of the report) would provide a first class facility to support and nurture the development of an innovative Bradfordian People Programme, open and accessible to everyone across the District.

#### 4.13 (i) Citizenship education

4.13.1 Undoubtedly the big issue of common concern across all communities is the failure of schools to raise education achievement for students of all backgrounds and to educate young people through knowledge, teaching, learning and social interaction about the diversity of the people of the District. Thus, indirectly, the education system is not doing enough to counter negativity, ignorance and racial hatred through effective teaching and learning.

4.13.2 The proposed Bradford District People Programme places a high priority on the education achievements of pupils and students of all ages and all backgrounds. Thus there is a clear commitment,

**not prejudice**



underpinned with investment and action, to raise standards in all sectors and strive for excellence in education.

4.13.3 In addition, the People Programme places a high priority on the need for people to listen and learn with and from each other. The Bradford District, therefore, welcomes and will pursue and develop citizenship education. However, the present national curriculum content is so far proving inadequate.

4.13.4 Citizenship became part of the non-statutory framework for Personal, Social and Health Education and Citizenship in primary schools from September 2000. It will become a statutory subject in secondary schools from September 2002. Education for Citizenship comprises interrelated strands of social and moral responsibility/community programme involvement and political literacy. The Citizenship programme of study encourages pupils to learn, from the very beginning, self-confidence and socially morally responsible behaviour. It will encourage active citizenship by pupils learning through community involvement and will stimulate active dialogue and debates over controversial issues, preparing pupils for life beyond the classroom.

4.13.5 Citizenship education will equip young Bradfordians with the skills they need to play their full role in society. For instance, pupils will be taught about diversity in our society and the need for mutual respect and understanding. It will provide distinct opportunities for pupils to develop an understanding of fairness and social justice; raise awareness of the nature of prejudice and teach pupils how to recognise and challenge stereotypes; and highlight the consequences of anti-social and aggressive behaviours like racism and bullying and help pupils to develop the skills to challenge them assertively.

4.13.6 The programme of study for Citizenship in secondary schools, to be introduced as part of the National Curriculum from September 2002, will ensure that, for the first time, all pupils will be taught about the diversity of national, regional and ethnic identities in the UK and the need for mutual respect and understanding. Within the new national framework for Personal, Social and Health Education, pupils will be taught from an early age to respect the differences between people, to appreciate other's feelings and points of view, to recognise the effects of stereotyping, prejudice, discrimination and racism and to develop the skills to challenge them assertively.

4.13.7 Teachers will be expected to take specific action to respond to pupils' diverse needs, including, for example, creating effective learning environments in which racial differences are seen positively by pupils, underpinned by knowledge and understanding, and whereby negative stereotypes and all forms of harassment, including racial harassment, are challenged.

4.13.8 Teachers will be expected to take account of pupils' specific religious or cultural beliefs relating to the representation of ideas or experiences, and to use materials that are free from discrimination and stereotyping of any type, and to help those pupils for whom English is an additional language.

4.13.9 How can Bradford's Local Education Authority build on the Government's aims to support its schools and their staff to succeed in creating learning environments for pupils and students to achieve their academic potential, and also to achieve respect and understanding through knowledge and interaction across all cultural, social and religious communities?

4.13.10 Given the polarisation, self-segregation and "white flight" associated with the District's schools, it



is crucial that the key issue of teaching and learning about the District's culturally diverse population be addressed in all schools. The continued ignorance about cultural diversity among the school students across all communities must be ended. This is a major knowledge deficiency; it is currently and ultimately a basic skills/knowledge gap in the labour market; it deprives young people of social interaction and personal development; and the students themselves have asked the review to get the decision makers and leaders to change this situation forthwith. Young people are desperate for this knowledge and information.

4.13.11 It is helpful to know that the core content of the revised National Curriculum now covers citizenship but the cultural diversity knowledge component is not adequate. The project, as proposed for Bradford District's schools, is as follows:-

#### 4.13.12 Bradford citizenship education

4.13.13 Pupils aged 5-16 will develop skills of enquiry and critical thinking; discussion and debate; negotiation and accommodation; participation in school community based activities. Citizenship will become a national curriculum foundation subject for 11-16 year olds (Key Stages 3 and 4) from September 2002.

4.13.14 **Ages 5-7:** Pupils will learn to take part in class discussion and make and keep rules; appreciate that they belong to various groups and communities; and how to look after their environment.

4.13.15 **Ages 7-11:** Pupils will learn about some topical issues and events; why and how laws are made and enforced; consequences of anti-social behaviour including bullying.

4.13.16 **Ages 11-14:** Pupils will learn about legal and human rights and responsibilities; key aspects of parliamentary government, elections and voting; local and central government; diversity of national, regional, religious and ethnic identities in UK and the need for mutual respect and understanding; the world as a global community, including the Commonwealth and the role of the UN.

4.13.17 **Ages 14-16:** Pupils will learn about how legal and human rights relate to citizens; the origins and implications of diverse national, regional, religious and ethnic identities in the UK and the need for mutual respect and understanding; the work of parliament, government and courts; the opportunities for individuals and voluntary groups to effect change; the importance of a free press and role of the media; rights and responsibilities of consumers, employers and employees; and the UK's relations within Europe and the wider world.

4.13.18 Many community inputs, children's own views and even school governors' comments reinforced the concern that what was on offer at age 11 must be in all classrooms at age 5 and reinforced throughout school life as well as in the further and higher educational sectors if it is to be effective. Teachers themselves at all levels in the system should have competence in equality and diversity matters in order to teach effectively in Bradford's schools and that is an existing deficiency that must be addressed. (See section 4.15 on behavioural competency model.)

4.13.19 Children and young people in Bradford's schools are also very critical of the deficiency of the curriculum content in so far as cultural diversity learning is concerned. The Local Education Authority and the schools must address the inadequacy of this aspect of the National Curriculum. If this deficiency continues, it will constrain any progress towards better race and community relations because of the

**not prejudice**



lack of knowledge and understanding through teaching and learning.

**4.13.20 This is one of the highest priorities identified for urgent action and immediate implementation and is pivotal in developing and sustaining civic knowledge and responsibility among children and young people across all cultural communities.**

### **4.14 (ii) Centre For Diversity, Learning and Living**

4.14.1 This section relates to one of the specific terms of reference about arrangements for promoting race relations and eliminating racial discrimination. It describes the organisational and institutional arrangements that must be pursued to achieve equality results and suggests a new innovation for independent community and race relations activity across the District.

4.14.2 The demise of the Racial Equality Council (REC) in the Bradford District drew mixed responses from people participating in the review. Some people regretted the closure of the REC and loss of resources. They identified gaps left in meeting community needs, particularly regarding assistance and advice with racial discrimination cases, on immigration casework, advice to employers on racial equality policy development and in giving public comments, leads and views on the state of community and race relations in the District.

4.14.3 Other people were critical about the REC's lack of meaningful contact with some communities and some of the key issues. Some people felt that the organisation was self-serving and not as effective as it should have been in reaching out to more than a narrow constituency.

4.14.4 Since the REC stopped functioning a variety of arrangements have been put in place. The voluntary organisations and other agencies in Keighley have formulated proposals for a voluntary agency to lead on all essential race relations activities in that part of the District. Those involved indicate that they would want such an agency to operate specifically in Keighley, notwithstanding any other new arrangements for the rest of the District. Current residual arrangements in place to meet existing requirements are as follows: -

#### **Racial discrimination casework**

- Law Centre
- Northern Complainant Aid Organisation

#### **Immigration casework**

- Law Centre

#### **Racial harassment**

- Manningham Centre

#### **Promotional work**

- Minimal incidental activity

4.14.5 The Commission for Racial Equality (CRE) supported, through part funding, the previous REC and has indicated a willingness to consider support for some aspects of the proposal set out in this section in so far as outcomes are concerned in relation to the elimination of racial discrimination and the promotion of equal opportunities and good relations between people of all different racial groups.

#### **4.14.6 Arrangements for the provision of advice and advocacy for people facing racial discrimination:**

Following the closure of the Bradford Racial Equality Council it was apparent that an unmet need in the community was the provision of an accessible racial discrimination service. The Commission for Racial





Equality and Bradford Council entered into a partnership to establish a District-wide service.

4.14.7 The Commission for Racial Equality (CRE) and the Council entered into a one year contract arrangement with the Bradford Law Centre to provide a casework service to handle all aspects of racial discrimination. A specialist legal adviser is in the process of being recruited and the service should be running later this year. Given the size of the District regular surgeries will be provided in Keighley. The CRE will also be putting more resources into its work across West Yorkshire and its work with employers and public institutions in the District will increase as a result.

4.14.8 With the new Race Relations (Amendment) Act 2000 placing a statutory duty on all public bodies to pursue actions to bring about racial equality, end unlawful racial discrimination and promote better race relations, it is appropriate for the review to express a view about the public authorities' capabilities to effectively meet the expectations with regard to equalities management. An initial assessment of returns provided by the public bodies to information sought by the review about their management, implementation and monitoring of policies and practices of employment and key public services in the District indicates a lack of coherence and consistency among many of the public bodies in tackling inequalities.

4.14.9 That is the situation in spite of the fact that there are framework documents, codes of practice and the CRE's guidance on Equality Standards entitled "Racial Equality Means Quality" and "Racial Equality Means Business", which assist public bodies in constructing their responses and executing duties under the Race Relations Act. The CRE standards framework provides advice and guidance on employment policies and practices, public services provision and related management activities such as

performance reviews, equality audits and monitoring. In addition there is a plethora of explicit advice available to public bodies on racial equality and their specific service areas and responsibilities.

4.14.10 The CRE will shortly provide new advice and guidance in accordance with the recent Race Relations (Amendment) Act 2000. The CRE's additional powers will be explained and will be invoked and enforced whenever and wherever failure occurs.

4.14.11 **Because of the identified deficiencies across institutional practices in the District, it is suggested that all public bodies should conduct an independent Equality and Diversity Audit (see checklist at Appendix 2) to establish a baseline of performance-related information and to plan their future policies and programmes.**

4.14.12 **It is also necessary for the public services in the Bradford District to have their policies, programmes, practices and activities enhanced through a new District-led equality and fair treatment initiative.**

Such a project would be comprehensive in helping the public service agencies and authorities to meet their legal requirements, as well as satisfying the best interests and equality expectations of the Bradford District's inhabitants. It would undoubtedly help the authorities and agencies to build from the equality and diversity audit results which will, in any event, be necessary with regard to race relations in order to accord with the requirements under the new Race Relations Amendment Act 2000.

4.14.13 The proposed Bradford District equality and fair treatment initiative would aim to engage meaningfully with all sections of Bradford's diverse communities, building on the existing good practices and useful projects, many of which are already being

**not prejudice**



led by enlightened residents and community-based organisations. There would be several elements of specialist work to facilitate the District's development of a Centre for Diversity, Learning and Living.

4.14.14 It is proposed that the Bradford District establishes a Centre for Diversity, Learning and Living reflecting its District's diversity of cultures, faiths and communities in all its activities by providing a unique "centre of excellence". It would focus on the people of Bradford, how they can share their diverse experiences and learn with and from each other about how these can contribute to the realisation of the Bradford 2020 Vision through working, learning and living together, rather than separately. The centre would also influence and provide performance enhancement for the Bradford District's institutions and organisations through its expertise, advice, guidance and independent audits on all aspects of equality, equity, fair treatment and diversity policies, practices, procedures and processes.

4.14.15 It is envisaged that the proposed centre would not be a centralised operation. In fact many of the different activities would be locally based, as now, or need to be developed. However, it would provide a co-ordination function, give leadership and direction, lead with values and standards and help with the achievement of coherent, linked and complementary activities in line with the 2020 Vision and objectives.

4.14.16 The proposed centre would promote learning, knowledge, information, tolerance, understanding and advice on best practice and excellence covering the following issues:

- Inter-faith studies - see Appendix 1
- Inter-cultural studies
- Anti-discrimination activity covering race, ethnicity, gender, disability, age, sexuality, religion/faith and social status

- Best Value equality framework (at the workplace and for public service provision) for implementation by all local employers and public service providers
- Independent inspection, scrutiny and audit function to assess progress, success and achievement.

4.14.17 The proposed Centre for Diversity, Learning and Living would have the following aims and objectives:

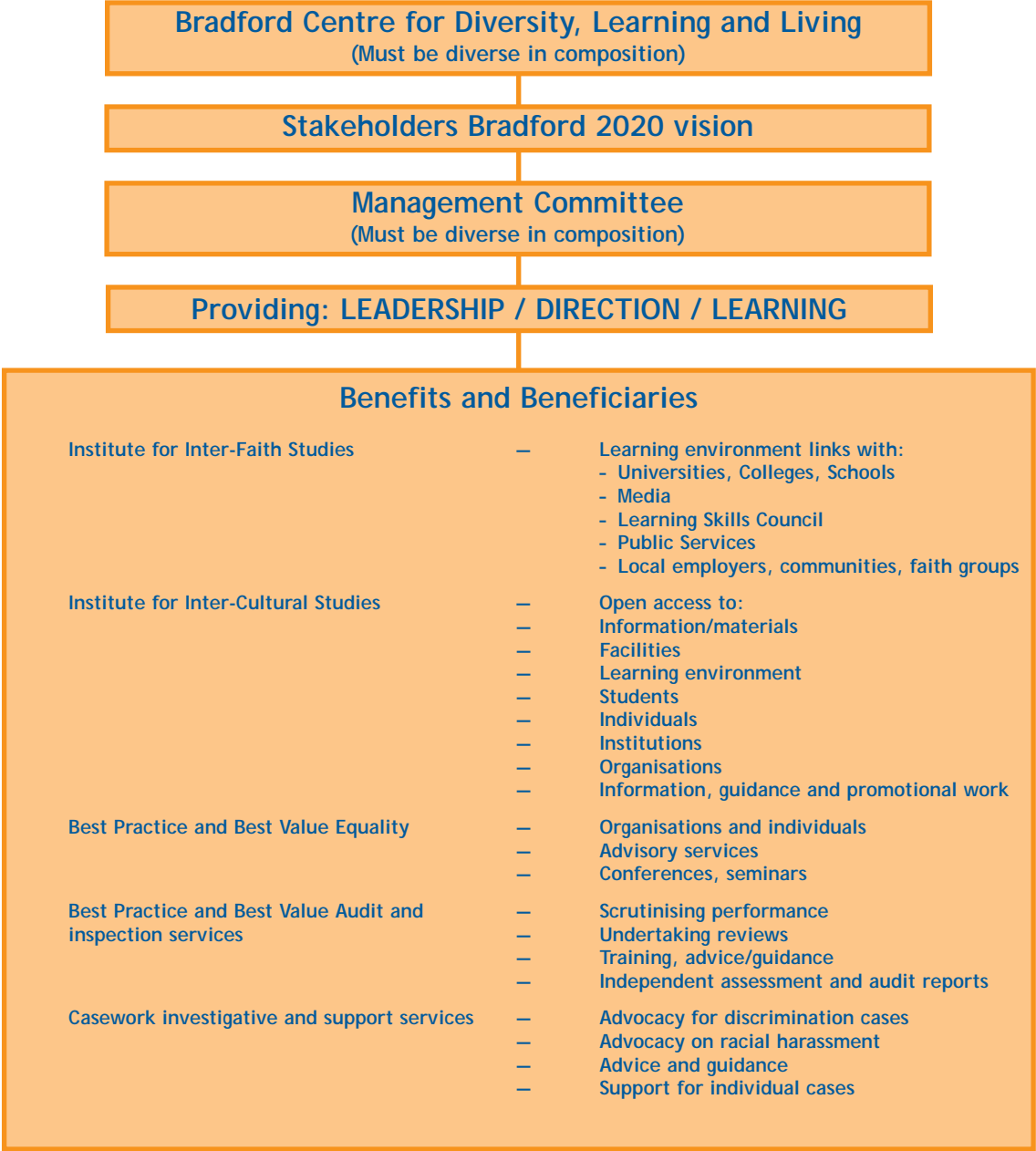
- i. To provide specialist facilities and resources to encourage, enable and facilitate the adoption of best practices across the private, public and not-for-profit sectors in pursuance of equality, equity, diversity and fair treatment for all the people of the Bradford District.
- ii. To provide access to advice, information, guidance and expert resources to institutions and organisations in the District to enable learning, knowledge and understanding that contributes to positive diversity, learning and living.
- iii. To provide independent audit, scrutiny, inspection and review of performance services for institutions, agencies and public bodies in the District.
- iv. To oversee the effective management of the different specialist agencies/resources in the centre in line with their explicit terms of reference, aims and objectives and performance targets.
- v. To liaise regularly with all sponsoring agencies, the regional and district based regulatory agencies, institutions, public bodies and not-for-profit organisations in the District in determining the centre's programmes of activities and in



monitoring developments and performance in line with performance targets set for the centre.

- vi. To provide regular updates on progress to inform communities of developments as well as an annual report of activities for review by all sponsoring bodies.

4.14.18 The proposed Centre for Diversity, Learning and Living would, if instituted along the lines proposed, have its Council of Membership drawn from all stakeholders in the District, such as private employers, public service bodies and voluntary organisations, who would annually elect a management committee and appoint appropriate staff to effect the day-to-day tasks of running the centre (see diagram below).



**not prejudice**



### 4.15 (iii) A behavioural competency framework for the workplace

4.15.1 One of the key tasks of the review is to pinpoint best institutional practices that would overcome racial discrimination and encourage equality results, beneficial community interaction and better race relations.

4.15.2 The lack of a solid and meaningful core content in the National Curriculum for teaching and learning about different cultures and faiths among our diverse multi-cultural communities has led to a knowledge gap that has proved harmful to community and race relations. Young people have told the review team they consider this to be a major deficiency. Many views expressed by local individuals of all backgrounds, and confirmed in the research commissioned on inter-ethnic relations in the District, indicate a degree of ignorance by communities about others unlike themselves. Such views are regularly reinforced as negative stereotyping of different communities through word-of-mouth anecdotes, media coverage and gaps in education content. At the heart of the self-segregation tendencies are issues of ignorance, fear and unfounded beliefs that affect attitudes and behaviour. These are deeply held attitudes and perceptions. They also restrict social interaction between different cultural groups, with the main casualties being young people who are discouraged by their parents and peer groups from mixing, interacting and socialising.

4.15.3 The District has to overcome the difficulties which communities face in mixing, interacting, socialising and moving forward interactively for economic and social benefits. It is crucial therefore that the role of formal education that promotes citizenship (incorporating knowledge and values of all communities, their faiths and cultures) and the role

of public education programmes that are objective, honest and morally driven must be focused specifically in order to encourage compliance with pre-determined acceptable behavioural standards.

4.15.4 This review has dealt with formal education and the inadequacy of the national curriculum. Suggestions are made about changes in the content of teaching citizenship which could contribute to the achievement of a better informed and educated student cohort in all schools. In order to connect such teaching and learning with other potential beneficial outcomes for individuals and the District as a whole, it is suggested that a behavioural competency framework for any workplace be developed and introduced in the District. Employers in the public and not-for-profit sectors, including schools and colleges, may wish to implement such a framework immediately.

The aims of such a framework would be:

- ◆ To give due recognition to the relevant skills and experiences derived from knowledge and understanding of the different cultures, faiths, needs, contributions, achievements and aspirations of multi-cultural communities in the UK.
- ◆ To apply a generic competency of demonstrable "knowledge and experience of multi-cultural communities" to specifications for employment and test this competency through interviews, evidence production, assessments, exercises and other selection processes.
- ◆ To secure competent multi-cultural workforces at all levels in organisations, who are capable of working with each other in healthy, competitive and teamworking environments, with dignity and respect, producing high quality, performance-related operational objectives and standards.



- ◆ To set behavioural standards in line with best occupational practices and encourage and enhance people's knowledge, more tolerant attitudes and mutual respect across communities.
- ◆ To eliminate discriminatory, oppressive and unacceptable workplace practices which deny equal opportunities and fair treatment for people of all backgrounds.

4.15.5 **The suggested behavioural competency framework would require appropriate development and application to suit individual organisations. However, there is a core range of activity which lends itself to being a Bradford Model which the Bradford District, through the local authority, could pilot and introduce relatively quickly. The experience and benefits of piloting its introduction would enable the Council to promote its introduction and implementation across the District among other public sector employers and not-for-profit organisations. The model would also be applicable to all employers in the private sector and should be commended to them.**

Within the competency framework, the Bradford District diversity competency would cover people's knowledge about multi-cultural communities. Working in the public services in the multi-culturally diverse Bradford District would require employees to demonstrate knowledge, skills and experience of the needs, aspirations, cultures and faiths of diverse communities being served and worked with.

4.15.6 If that competence does not exist among current employees how can they relate adequately and effectively with people from all different backgrounds? Training and learning would have to be a key component of organisations' staff development programmes to bring employees up to the required competency standards. In due course, all new

employees would only be appointed having demonstrated competence in diversity knowledge and experiences alongside the other essential skills and job-related competences stated in the framework for specific jobs - or, in the initial early period of implementation, a willingness to undertake the necessary education and training.

#### 4.15.7 Diversity competency for all staff

4.15.8 The diversity competence characteristics would be applied to each post, with different levels of requirements according to the nature and seniority of posts. For instance, high competence of strategic thinking would not be required for relatively lower graded or manual staff, but those post holders would still be required to have basic levels of diversity knowledge and competence in order to meet the essential requirements of any public service post in the multi-cultural Bradford District. The application of the core diversity competence will be to all staff, irrespective of their background, appearance or status.

The diversity competence characteristics will extend across the range of diversity features of the District's people and will include:

- Gender
- Race/ethnicity
- Language fluency
- Religion/faith
- Age
- Disability
- Sexual orientation
- Poverty/social status
- Homelessness
- Migrants
- Unemployed

However, in the context of workplace expectations and to ensure clear definition, the core behaviour competence should be located in the following four

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related areas of occupational requirements contained in a competency based framework:

### 4.15.9 Thinking

- Exploring strategic options that include diverse cultural considerations and combat stereotyping, disadvantage, exclusion and discrimination on grounds of race, sex, age, disability, religion/faith.
- Having facts and knowledge to guide such considerations.
- Understanding the implications of decisions and how these may impact differently on diverse communities and different groups of people.
- Analysing problems and ability to contribute to solutions for multi-cultural settings with equality results.

### 4.15.10 Relationships

- Possessing a knowledge base about people of all backgrounds in order to be able to welcome, respect, appreciate, value and incorporate other opinions appropriately in multi-cultural settings and for equality results.
- Willing to learn with and from other people in ways that contribute to personal development, the professional development of other colleagues and enhancing organisational performance.
- Having an understanding of the needs and the appropriate responses required to satisfy equality expectations of diverse communities being served.
- Engaging in the provision of appropriate high quality services for all sections of the District's community.
- Demonstrating evidence of working, living or

learning in diverse multicultural settings and contributing to such environments in order to enhance understanding, organisational performance and community relations.

- Encouraging the development of people from all different backgrounds, status and appearance to harness and maximise their abilities, talents and contributions for organisational benefits.
- Recognising the diversity within communities and responding to their particular and respective needs with integrity and fairness.

### 4.15.11 Communications

- Knowing about information/communication needs (e.g. multi-lingual groups; multi-cultural communities; people with sensory impairments, and non-English speaking groups), and the communication/marketing networks through which to channel appropriate information.
- Conveying messages accurately, listening carefully to responses and incorporating these in organisations' consultation and liaison processes.
- Negotiating with and influencing groups of people from diverse backgrounds on issues of mutual concerns and benefits for organisations and communities.

### 4.15.12 Responsiveness

- Recognising and responding to diverse community needs and effecting organisational changes to meet multi-cultural needs more appropriately.
- Taking personal responsibility to challenge negative attitudes and behaviours that are contrary to the equality, equity and fair treatment objectives and intended outcomes of the diversity strategies and policy.





- Taking personal responsibility to contribute to mutual improved understanding and interaction between diverse communities.

#### 4.16 (iv) Equality and diversity contract conditions

4.16.1 The Bradford District has many organisations that are funded to provide facilities and services to meet particular local or specific communities' cultural and social needs. There are also several public/private and statutory/voluntary partnerships working together to provide public services, economic development and regeneration projects. These are all vital in tackling discrimination, disadvantage and social exclusion.

4.16.2 In spite of these initiatives and efforts, different communities told the review that they neither saw benefits from such programmes nor were convinced that there were any gains for community, race and cultural relations.

4.16.3 While it is not explicitly an objective of such projects to promote equality of opportunity and good relations between people of different cultural, ethnic and faith communities, it appears to be the case that the absence of such a positive criterion has, unwittingly, perpetuated projects and programmes which are dominated by and benefit only one culture. As a consequence, this trend has served, indirectly, to foster resentment across and between different communities. The trend has also discouraged multi-cultural interaction between the diverse communities, denying participants and beneficiaries the opportunities to acquire knowledge and experiences of learning with and from other people about different cultures and people in ways that would enhance good community and race relations.

4.16.4 With the new Race Relations (Amendment)

Act 2000, public bodies must work, through all their functions, to eliminate unlawful racial discrimination (including the indirect form) and to promote equality and good race relations across and between people from all backgrounds. While all public bodies will have to take specific action to ensure compliance with their statutory duty, it is also crucial, in order to achieve more joint action to encourage multi-cultural knowledge, understanding and interaction, that all publicly financed contracts, sub-contracts, grants and partnerships have explicit conditions and criteria in pursuit of equality.

4.16.5 It is therefore recommended that appropriate conditions and criteria be inserted in all contracts for grant-aid, public-financed investments, all supplies and contracted services and in partnership projects/programmes. This means that they would then all be explicitly linked to best equality policies and practices and would help achieve multi-cultural interaction which fosters active community and race relations.

One immediate effect of such an approach would be that no community-based project, either voluntary or statutory, would be able to operate with public finances for one single community only, without incorporating explicit equality objectives and tasks in their projects. The aim would be to get their communities, clients and service users to interact with different cultural groups to increase knowledge, understanding and experiences of different communities in order to improve local community relations and enhance race relations across the district.

4.16.6 These conditions and criteria would of course be monitored for effective implementation by the sponsoring agencies and also through the audit service of the proposed Centre for Diversity, Learning and Living.

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# THE NATIONAL PICTURE

## race relations





## 5. THE NATIONAL PICTURE - Statutory duty on public bodies Race Relations (Amendment) Act 2000

5.1 Public bodies will soon carry considerable additional responsibility for promoting good race relations in all their activities. They will also be required to have due regard to the need, when carrying out their functions, to eliminating racial discrimination and promoting racial equality.

5.2 An initial assessment of some of the District's public service authorities' and agencies' race equality/diversity arrangements indicates a lack of consistent application of best practices and a deficiency in coherence and management competency in this respect.

5.3 This shows that many of the authorities and agencies have much to do in order to become exemplars of best practice and attract confidence from the local diverse communities about their competence to meet their statutory requirements.

5.4 A summary of what public bodies should be doing follows, together with a checklist for assessing equality performance (See Appendix 2).

5.5 In order to address unjustifiable differential impacts on different racial groups that exist or arise, all public service authorities or agencies should conduct Equality Audits to assess their performance, establish baseline data, set targets for making progress in meeting their legal obligations and monitor performance in line with operational objectives and standards.

### 5.5.1 Services provided

Assess differential needs of all sections of diverse communities, determine appropriate responses to meet needs in equitable, fair, cost efficient, effective and accessible ways. Engage all sections of diverse

multi-cultural communities in policy development, planning, implementation and the monitoring of outcomes. Conduct impact assessments of service provision for all groups of people to determine equality results and use the creative and varied experiences and skills of the diverse multi-cultural workforce in providing relevant and appropriate services for diverse communities.

### 5.5.2 Employment

Monitor workforce; provide baseline equality data; determine under-representation; implement positive action programmes in recruitment, advertising, shortlisting, interviewing/selecting, training, mentoring, shadowing, secondment, fast tracking and promotion.

Assess policies practices and impacts, especially in relation to complaints, disciplinary action, grievances, competency framework and valuing diversity. Consult with Black and Minority Ethnic (BME) staff and other staff representatives and associations, and any other relevant BME community organisations on necessary changes and revisions with targets and timetables. Establish performance review arrangements and share information with staff and communities as part of impact assessments and organisational development.

### 5.5.3 Consultations, communications, marketing and PR

Assess participation and involvement of BME communities and other usually excluded groups of people in public consultation programmes and focus group initiatives in order to make them relevant and inclusive to secure their inputs. Set targets and performance standards for reaching BME communities through all publications, communications, campaigns and information networks to reflect BME communities,

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their needs and aspirations within the context of the local area's diversity. All public documents and public utterances should be positively rejecting racial inequality and encouraging race equality and fair treatment for everyone. Public documents, marketing, information and publicity should reflect the diversity of the multi-cultural Bradford District.

### 5.5.4 Leadership

Promoting good race relations, alongside tackling racial discrimination and achieving racial equality results, will require strong and unequivocal leadership in public service duties. BME communities and other usually excluded groups of people should be reflected in decision-making processes, policy formulation and development as well as performance monitoring and assessing equality inputs. At all management levels the mission, vision and values of any public service organisation must incorporate equality and diversity objectives, goals and principles and these must be owned by those in decision-making positions and shared with everyone in the organisation.





# RECOMMENDATIONS



## 6. SUMMARY OF RECOMMENDATIONS

Recommendations	Expected Outcomes
Revising, improving and advancing the citizenship component of the National Curriculum that covers diversity, differences, rights and responsibilities, particularly with regard to behaviour and respect for others irrespective of background, appearance, characteristics, social circumstances or status.	<p>Reduced racial and social tension in schools and communities.</p> <p>Reduced level of complaints about racial bullying, harassment, abuse and violence.</p> <p>Increased participation of different communities in cultural and educational events.</p> <p>Young people better informed and knowledgeable about different cultures, religions, needs and aspirations of the District's diverse communities and greater confidence among individuals to participate in events, activities, education, work and leisure across different cultures.</p>
Establish a Centre for Diversity, Learning and Living, a new District-wide equality and fair treatment initiative for all public services and employers.	<p>Co-ordination of activities and a new Centre for Diversity, Learning and Living.</p> <p>Availability of accessible advice on Best Value through equality approaches. Audit, scrutiny and inspection services available to facilitate quality assurance and compliance.</p>
Introduce a Bradford District model of workplace behavioural competency for public service employees.	<p>Successful implementation and monitoring of basic standards of skills, competence and experiences necessary to work successfully, effectively and efficiently in the provision of jobs and services for the diverse communities of the District.</p> <p>Workforce and staff who have experience, skills and qualities in diversity and equality matters that enable them to be competently and confidently employed in the provision of public and personal services to meet the needs of multi-cultural communities.</p> <p>Training for those without competence and employing only those who meet requirements.</p> <p>Enhanced knowledge of equality, equity, fair treatment and diversity among the District's workforce.</p>





Cont'd

Education services which prepare students for such explicit workplace/labour market requirements alongside other job-related competencies.

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All public bodies in the District to have independent Equality and Diversity Audits covering all activities as specified in the schedule in Appendix 2.

Baseline of performance levels established to set annual performance targets for future equality policies and programmes.

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Highlight positive features of the District in all social and economic programmes as well as marketing the District strengths through events, publicity and communications.

Raised profile of District, increased public confidence about the strengths and values in the District and reduced negativity surrounding Bradford's image and identity. Increased inward investment and numbers of visitors.

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Equality and diversity conditions to be inserted in all contracts of grant-aid, public-financed investments, all supplies and contracted services as well as in partnership projects/ programmes.

An explicit criterion linked to all public investments to yield measurable and beneficial multi-cultural social interaction, mixing and contributing to improved race relations.

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Emergent leadership takes forward vision, mission and values which engage, harness, utilise and value the talents and abilities of all sections of the District's diverse cultural communities.

Different communities coming together and interacting within a cohesive strategy for the achievement of economic prosperity and social benefits for all people.

Improved beliefs and feelings of belonging, visible unequivocal leadership leading to improved community relations.

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Leadership and communication programme to convince local people of the benefits to be derived from the District's diverse cultural, ethnic, faith and multi-lingual communities, and to do so through interacting and working together.

People, organisations and institutions understand the benefits to be derived from managing, valuing and utilising diversity, thus leading to increased interaction, improved community relations and conversely, reduced conflicts, less social exclusion, decreasing fragmentation and a reversal of self-segregation, trends.

The attainment of more positive attitudes held across diverse communities, developing more positive behaviours and giving self-esteem and leadership potential to the District's next generation.

The emergence of more confident young people from all backgrounds fulfilling their potential across the District's diverse cultures.

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# APPENDICES



## APPENDIX 1: Proposed Centre for Diversity, Learning and Living

### Offering expert inter-faith and inter-cultural education resources within the Bradford District

#### Background

Religion plays a major role in most people's lives. For some, it is a way of life. The Bradford District has been a host to many migrant communities over the years. The current black and minority ethnic (BME) make up approximately 20 per cent of the population, bringing with them a rich cultural heritage and diverse religions.

Although religious education is part of the overall education system, it was not until recently that formal recognition was given to the religious needs of BME students. The BME communities have had to rely on religious education and mother tongue teaching outside the formal education environment, with supplementary schooling being provided in houses, mosques, temples, gurdwaras and churches. Most of these institutions relied on funding from the local community and were open to children from the same community/faith.

The Local Education Authority acknowledged the need for religious education for all and the role that supplementary schools began supporting such schools in the early 1980s. It was part of the LEA's strategic objective of supporting the "extended - day" provision for the purposes of home language teaching, to support students by providing an environment aimed at creating confidence and self-esteem within a cultural context through moral and spiritual learning. Furthermore, the role of supplementary schools has extended from religious teaching to providing support to students in mainstream subjects such as IT and language education and homework classes. In 1997,

students from supplementary schools who entered GCSE examinations achieved 90 per cent success rate at grades A\* - C.

#### Current provision

Elements of existing provision to form core elements of the proposed Centre. The following supplementary schools are registered with the LEA:

- 63 Muslim schools
- 5 Hindu schools
- 6 Sikh schools
- 5 Eastern and Western European schools

The LEA provides interfaith education in all schools. Each Christian religious establishment has appointed multi-faith advisors.

#### Support for inter-faith education

The following organisations provide support for inter-faith education:

##### Local Education Authority:

- Advice in terms of planning permission etc for establishing supplementary schools;
- Provision of financial assistance;
- Text books and other resources associated with mother tongue teaching;
- Examination fees for pupils sitting GCSEs in community languages where they are not paid for by their schools;
- Rental of premises (or element of subsidy for heating and lighting) for organisations with their own premises.



### Inter-faith Education Centre (IEC)

The IEC was established in 1986 as a resource centre to support the implementation of Bradford LEA's Agreed Syllabus for Religious Education and the development of school worship in line with the requirements of the 1988 Education Reform Act (ERA).

The centre has developed over the years and provides training for various local faith communities and professional groups. The type of support provided by IEC includes:

- Support for religious education in Bradford LEA schools;
- Support for collective worship in Bradford LEA schools;
- Development of school-community links;
- Development of positive public relations for Bradford;
- Visitors to Bradford;
- Training in religious/cultural awareness;
- The European Inter-faith Project;
- Development of education in Bradford.

### Standing Advisory Council for Religious Education (SACRE)

SACREs were established in 1988 following the Education Reform Act. In the Bradford District its membership is made up of representatives from all the major religions in the District, local teachers' associations and representatives of the LEA.

SACREs are statutory bodies with local representations set up to provide advice on the school curriculum in relation to religious teachings. Bradford has the most representative SACRE in the country. Members come from a wide range of occupational backgrounds but all share a concern for the spiritual and moral development of pupils in local schools.

### The Q21 Centre for Dialogue and Action

The aims of the centre are:

- To advance education by promoting knowledge and understanding of the beliefs and practices of the religions and denominations of the world;
- To involve a wide range of local people in attending and running activities in the centre;
- To promote inter-cultural learning and community development, and to facilitate inter-community liaison in various parts of the Bradford district;
- To promote dialogue between Bradfordians and people from other areas of the UK, focusing upon inter-faith/inter-cultural issues.

The centre commissioned a regional conference "Valuing Faith - Creating Flourishing Communities for the Future", with speakers from diverse faiths raising awareness of their particular faiths and sharing ideas for the way forward.

### Observations

Bradford District inter-faith education is well established and well recognised nationally. However, interfaith education provided in supplementary schools contributes significantly to the 'polarisation' of the community, with membership being open to people of the same faith.

The Inter-faith Education Centre (IEC) appears to be the only true multi-faith resource for the Bradford District, providing support to the LEA. However, the IEC works specifically with the formal LEA schools and very little with supplementary schools. Furthermore, the IEC tends to channel much of its resources and energy into income generation through the provision of training on faith and cultures to other public sector organisations within the District.

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The LEA provides inter-faith religious education as part of the curriculum, and multi-faith worship which enables students to learn of each others' religions and cultures and contributes significantly to developing tolerance among the diverse communities. However, the current school allocations system means that for many children, especially those in predominately white or BME areas, their understanding and learning of different religions is increased but their interaction with people from diverse communities is very limited or in some cases non-existent.

There is scope and potential for improving greater understanding of cultural diversity and increasing understanding and respect. The ground has been prepared through the work of the LEA and local minority ethnic communities. The Bradford District needs to develop systems within the LEA, enabling greater interaction among the diverse communities. This may be achieved through:

- Reviewing the current make up of the school population;
- Developing systems for greater integration among diverse communities within the LEA;
- Supporting the 'Citizenship' programme to ensure success;
- Opening dialogue with supplementary schools and encouraging pupils from other faiths to participate.



## APPENDIX 2: PUBLIC BODIES IN 2001 AND BEYOND

### What they should be doing:

Have due regard to the need to eliminate unlawful racial discrimination and to promote equality of opportunity and good relations between persons of different racial groups when performing their functions.

### Policy Strategy Review:

Good Governance requires each public authority to make an assessment of its functions and policies which are relevant to the duty - and the extent of its compliance.

## Checklist for Equality Performance Audits

### Public Bodies: Performance Assessment/Equality and Diversity

Equal Opportunity Policy statement of intent, objectives and expectations covering all functions and activities

#### EMPLOYMENT:

- Person specification/job description
- Competency framework (knowledge, understanding, skills and experience in diversity)
- Advertising
- Selection processes
- Selection/interview panel composition (diversity)
- Positive Action Programmes
- Personal development plans
- Retention and promotion
- Monitoring: Personnel flow data. Review and assessment
- Training and learning {Cultural sensitivity  
{Best practices  
{Diversity learning
- Grievances} Procedures
- Disciplinary}

#### CONSULTATIONS/COMMUNICATIONS/ INVOLVEMENT AND PARTICIPATION OF DIVERSE COMMUNITIES

#### GRANT AID AND COMMUNITY DEVELOPMENT

#### MARKETING/PUBLICITY

#### PUBLIC SERVICES:

BME needs analysis and service targets: Equality and service targets, access, take-up and relevance.

Policy and practices implementation and monitoring.

Diverse participation in decision-making, implementation, reviewed monitoring, grant-aid, promotion, information, marketing and communications.

#### PERFORMANCE REVIEW ASSESSMENT

#### SCRUTINY/AUDIT ARRANGEMENTS

#### IMPACT ASSESSMENT (BME INVOLVEMENT) AND ANALYSIS

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# COMMUNITY PRIDE not prejudice

MAKING DIVERSITY WORK IN BRADFORD

Presented to Bradford Vision  
by Sir Herman Ouseley  
July 2001



Foreword - Sir Herman Ouseley

Foreword - Martin Garratt, Chief Executive Bradford Vision

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Appendix 2: Public bodies in 2001 and beyond. Checklist for equality performance audits.



## FOREWORD

Why is community fragmentation along social, cultural, ethnic and religious lines occurring in the Bradford District?

That was the main question which the "Bradford Race Review" had to address. In addition, it was also given the responsibility of advising on best practices and institutional arrangements to achieve an end to racial discrimination, to promote equality of opportunity for all "racial groups" and to improve race and community relations for all Bradfordians.

The "Bradford Race Review" was therefore different in so far as it was never intended to duplicate other reports with recommendations already under consideration for implementation by other institutions, employers and public service bodies. These include recommendations for the police service and other institutions arising from the Macpherson Report into the murder of Stephen Lawrence; the Runnymede Trust's "Bhikhu Report" on The Future of Multi-Ethnic Britain; and the Bradford Housing Report "Breaking down the Barriers".

Therefore, whilst we record in this review report the views of the people in the District who spoke to us, especially the young people of all backgrounds, we have deliberately not duplicated any recommendations made in other reports on policing, employment, housing and social care - all very



important areas of public service provision, but already covered elsewhere.

Instead we have concentrated on our terms of reference and focused on the very worrying drift towards self-segregation, the necessity of arresting and reversing this process, and the role of education in tackling ignorance and bigotry as well as identifying excellent exemplary projects and initiatives that point the way forwards for future developments in the District.

Furthermore the review suggests:

- ◆ An institutional framework for tackling racial discrimination, social exclusion and unfair treatment.
- ◆ A coherent response for Bradford's public services (including the Police and all agencies) to meet their obligations under the new Race Relations (Amendment) Act 2000 and to promote social interaction and mixing.
- ◆ Ways in which leadership at institutional, organisational and community levels must promote and carry forward the mission, vision and values for greater community, cultural and social interaction across the different cultural communities.
- ◆ A higher profile and more support for the many excellent and positive initiatives being run by community organisations, especially young people's, which show the way for the future success of Bradford District and all its people.

Sir Herman Ouseley

**not prejudice**



## FOREWORD



I would like to take this opportunity to thank Sir Herman and the Race Review team for producing a report which clearly captures the views of people across the District.

I fully understand that parts of this report may prove difficult reading for some but it is plain that people from all the communities in the Bradford District are no longer prepared to accept the status quo.

This review gives us a basis for making diversity work across the District but this will require everybody to pull together and take ownership of the issues.

As the Chief Executive of Bradford Vision, a partnership including Bradford Council, West Yorkshire Police, Bradford University, Bradford, Keighley and Shipley colleges, Bradford Chamber of Commerce, Bradford Health Authority, Bradford Breakthrough, Yorkshire Forward and representatives from the voluntary sector and the faith communities, I believe that it is our responsibility to meet the challenges that lie ahead.

To this end an implementation team will be appointed to ensure every effort is made to make Bradford a place where people are justifiably proud of where they live, learn, work and play.

A handwritten signature in black ink, reading "Martin Garratt". The signature is fluid and cursive, with a long horizontal stroke at the end.

**Martin Garratt**  
Chief Executive  
Bradford Vision