Communities
and Local Government

Improving Opportunity, Strengthening Society

Two years on – A progress report on the Government's strategy for race equality and community cohesion

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Changes in government

Three new departments were set up by the Prime Minister on 28 June 2007. They replace the Department for Education and Skills and the Department of Trade and Industry, which are referred to in this publication. The new departments are: the Department for Children, Schools and Families; the Department for Innovation, Universities and Skills; and the Department for Business, Enterprise and Regulatory Reform.

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Foreword by The Rt Hon Hazel Blears MP Secretary of State for Communities and Local Government

I am delighted to introduce the second annual progress report on 'Improving Opportunity, Strengthening Society'. Originally launched by the Home Secretary in January 2005, it is the first cross-government strategy to increase race equality and improve community cohesion. The strategy sets out the Government's commitment to create a society in which every individual, whatever their racial or ethnic origin, is able to fulfil his or her potential through the enjoyment of equal opportunities, rights and responsibilities.

This second report confirms that a great deal of progress continues to be made. I am especially encouraged by the considerable improvement in the proportion of pupils from most minority ethnic groups achieving five or more A*–C GCSEs, including English and mathematics.

Britain is now a more diverse society than ever before and this has brought enormous economic and social benefits. The challenge for the country is how best to draw on these benefits while addressing any potential risks to community cohesion.

Local, regional and national agencies and groups are driving change and really making a difference in peoples' lives. Many communities have gained much from the support provided by Government for local projects that help bring people of different faiths and ethnicities together. This report highlights some of the excellent projects and other work which we hope, and believe are making positive changes to society today.

The Commission for Integration and Cohesion has now published its report which includes some practical recommendations at a local level for removing barriers to integration and cohesion. We welcome the direction of this report and will be consulting with partners over the summer before publishing a full response in the autumn.

We should all be proud of the work done so far to reduce inequalities and increase community cohesion. We will continue to build on these successes in the future. However, the figures tell us that we can – and should – do more. Some communities still suffer undue disadvantage compared with the rest of society, and this is not acceptable. So the report rightly highlights the challenges for the future.

This is not a short term strategy but one which we must continue to pursue long term in order to achieve our vision of a strong and cohesive society in which opportunities are genuinely accessible to everyone, regardless of race or faith.

I am confident we are on the right track to make that difference.

Chapter 1

Executive summary

Improving Opportunity, Strengthening Society

Chapter 1: Executive summary

Launched in January 2005, Improving Opportunity, Strengthening Society sets out the Government's commitment to create strong cohesive communities in which every individual, whatever their racial or ethnic origin, is able to fulfil his or her potential through the enjoyment of equal opportunities, rights and responsibilities.

The strategy has two closely linked aims:

- to increase equality between different races; and
- to build community cohesion by helping people from different backgrounds get along well together in their local area.

When the strategy was originally launched, we promised to report back annually on its progress, and that is the purpose of this second annual report.

The broad structure of the report

Each chapter of this report summarises the background to our work, progress during the past year, and the key challenges ahead. Detailed statistical information starts on page 115. This statistical information is the sixth in the series of reports on *race equality in public services*. Please note, unless otherwise stated, all figures and statistics quoted in the main body of the report are from this source.

We hope you find this report relevant, useful and interesting and we are very keen to hear your thoughts on the progress it describes.

We would also like to thank all our partners – at national, regional and local levels – who have contributed to this report and, more importantly,

to the work that is making progress towards making the strategy a reality.

Equality across public services

Many members of Black and minority ethnic communities are thriving in Britain today, but the picture is not uniform: despite many encouraging trends, certain communities still suffer poorer outcomes in education, health, employment, housing and the criminal justice system. This was confirmed in the final report of the independent Equalities Review, *Fairness and Freedom*, which was published in February 2007.

We are therefore working towards creating a society in which public services are genuinely accessible to everyone, regardless of race or faith, while also reflecting the communities they serve. Chapter 2 sets out progress in achieving equality in public services while also setting out the inequalities that remain and how we are addressing them. We look at five public services in turn, and some headlines for each are included here.

Education

Education must unlock the potential of every child, regardless of their ethnicity or background.

The performance of pupils from most minority ethnic groups is steadily improving. For example, between 2003 and 2006 there has been a continued improvement in the proportion of minority ethnic pupils achieving the equivalent of five or more A*–C grade GCSEs (in any subject).

Pupils from Other Black backgrounds showed the biggest improvement (up 13 percentage points from 34 per cent to 47 per cent), although they still have among the lowest proportion of pupils attaining five or more A*–C grades at GCSE (in any subject).

Black Caribbean pupils also showed considerable improvement (up 12 percentage points from 33 per cent in 2003 to 45 per cent in 2006).[1] Bangladeshi pupils improved by 11 percentage points between 2003 and 2006, while Black African and other ethnic group pupils improved by 10 percentage points.

Girls out-perform boys across all ethnic groups in GCSE attainment (see Figure 2.5). However, the rate of improvement for boys and girls varies between minority ethnic groups.

Overall, between 2003 and 2006, boys improved at a slightly greater rate (at 7 percentage points) than girls (at 6 percentage points). This pattern holds true for many minority ethnic groups. For example, between 2003 and 2006, Bangladeshi boys improved by 12 percentage points and girls by 10 percentage points. However, Black Caribbean, Chinese and Irish girls improved at a greater rate than their male counterparts. Only Pakistani boys and girls improved at the same rate between 2003 and 2006 (by 10 percentage points each).

The exceptions to these improvements are Gypsy/Roma and Traveller of Irish Heritage pupils. In 2006, just 19 per cent of Traveller of Irish Heritage pupils and 10 per cent of Gypsy/Roma pupils achieved five or more A*–C grades at GCSE, although there are very small numbers of pupils in both these groups. Raising attainment among these groups is therefore a priority, with a National Strategies programme launched in September 2006.

The Department for Education and Skills (DfES) is also currently working with 26 local authorities and over 200 Gypsy/Roma and Traveller pupils on the e-learning and mobility project (ELAMP4) to offer distance learning opportunities to children who travel during the school year.

The labour market

A strong and competitive economy needs to make the best possible use of all members of society.

Improvements in the labour market position of minority ethnic groups have produced real progress in lifting people from these groups out of poverty.

In the five years since 2001, economic inactivity rates have declined in all minority ethnic groups, including groups with high rates of economic

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1   Ethnicity codes were changed in 2002 so ethnicity data prior to 2003 is not comparable with later ethnicity data. For more information see: www.dfes.gov.uk/rsgateway/DB/STA/t000455/index.shtml

inactivity such as Bangladeshis and Pakistanis. Falling rates of economic inactivity have been accompanied by rising rates of employment in all minority ethnic groups and a reduction in the employment gap between the minority ethnic population and the White population. In the decade since 1996, the gap between the employment rate of the minority ethnic population and the total population has narrowed from 19 to 14 percentage points.

These changes have had implications for rates of household poverty. Between 1994-97 and 2002-05 the proportion of people living in low-income households decreased for all ethnic groups, with the reductions among minority ethnic households being larger than the reductions among White households.

The minority ethnic groups with the highest rates of household poverty have seen the greatest improvements – the proportion of Pakistani/Bangladeshi people living in low-income households decreased by 14 percentage points, from 73 per cent to 59 per cent. These changes have had the greatest impact on some of the most vulnerable members of the minority ethnic population.

Between 1994-97 and 2002-05, the proportion of Pakistani/Bangladeshi children living in low-income households fell by 17 percentage points and the gap between Pakistani/Bangladeshi children and White children narrowed from 49 to 36 percentage points.

Although the employment rates of all minority ethnic groups have improved over the past decade, the employment rate gap between Pakistani and Bangladeshi women and White women has changed very little in the last 30 years.

In 2005-06, Bangladeshi and Pakistani women had the lowest employment rates (23 per cent and 25 per cent) and the highest economic inactivity rates (72 per cent and 68 per cent) among women.

Partners Outreach, a programme to support the partners of those in low-income families, was introduced in 2007. This will be of particular help to partners in low-income Pakistani and Bangladeshi families who are neither in work nor on benefit and who are unlikely to be using Jobcentre Plus services. Helping the non-working partner into work will increase family income and help lift them and their children out of poverty.

Housing

Everyone should have the opportunity to live in a decent home at a price they can afford, in a place where they want to live and work.

The housing situation for minority ethnic households has been improving on a number of measures over the past decade. Rates of overcrowding and dissatisfaction with housing, for example, have continued to decline steadily among the minority ethnic population since 1996-97, with rates of overcrowding falling to 10 per cent by 2005-06. Bangladeshi households saw the biggest improvement in overcrowding over this period, falling from 40 per cent in 1996-97 to 27 per cent in 2005-06.

These changes have been accompanied by a reduction in the number of non-decent homes, while there have also been improvements in homelessness – the number of minority ethnic households accepted as homeless decreased by around 30 per cent between 2003-04 and 2005-06.

Despite improvements in rates of overcrowding, between 1996-97 and 2005-06 the rate for all minority ethnic groups was consistently higher than for White households. Communities and Local Government invited Black and minority ethnic housing groups to attend a seminar examining what the implications would be if the statutory standards were raised. Their views will help inform proposals for a formal consultation on overcrowding, part of which will assess the impact of changes in overcrowding policy on such groups.

We have also been working with the Mayor of London and London councils to develop a detailed baseline for overcrowding, to examine where it is most concentrated within the capital and which groups (notably Black and minority ethnic households) are most at risk.

Health

We are working to address the health needs of all communities as part of the national drive to improve health overall. There is a considerable variation between and within different Black and minority ethnic groups, in terms of health status, disease patterns and health behaviours. Tackling this variation is being achieved through work such as the Race for Health programme, which is placing race equality at the core of primary care services; improving mental health care through, for example, recruitment of Community Development workers; and targeted public health campaigns.

The British Bone Marrow Register has focused its OneBlood campaign activity on increasing Black and minority ethnic donors. This work has succeeded in increasing the percentage of Black and minority ethnic prospective donors from

3.7 per cent of new prospects in 2003-04 to 5.7 per cent in 2004-05 and to 7.5 per cent in 2005-06.

Proactive marketing to minority ethnic communities has continued. Black and minority ethnic recruitment to the register is at its highest ever level, with 290 potential donors becoming recruits during October 2006 alone.

Despite this progress, the 2006 national 'Count Me In' census of mental health in-patients showed that Black people and White/Black mixed race people have significantly higher than average admission rates.

In response to concerns about the higher rates of admission to hospital under the Mental Health Act for Black and White/Black Mixed groups, the Department of Health published its Race Equality Impact Assessment of the new Mental Health Bill in November 2006 and has subsequently established a new Ministerial Advisory Group on race equality in mental health care.

The criminal justice system

We are committed to building a criminal justice system (CJS) that is fair, and that is seen to be fair. Improvements are being seen with, for example, the proportion of staff from minority ethnic groups continuing to increase year on year across the CJS.

Between 2002-03 and 2005-06, the percentage of minority ethnic police officers increased from 2.9 per cent to 3.7 per cent. The largest minority ethnic increases were in the National Probation Service (from 9.2 to 11.7 per cent) and the Crown Prosecution Service (from 10.0 to 11.7 per cent). For both of these organisations, minority ethnic groups formed a larger proportion of staff than their proportion within the total population.

These ratios are particularly positive, given the over-representation of people from minority ethnic groups at all stages of the CJS, which we are

addressing through the work outlined from page 50, including tackling disproportionality in the use of stop and search powers. For example, practice guidelines, published by the National Centre for Policing Excellence on the use of stop and search, have been added to the Home Office guidance. A number of police forces have succeeded in decreasing disproportionality in their areas, using the methodology developed by the Home Office.

Strong, cohesive communities

Britain is now a more diverse society than ever before, which brings enormous economic and social benefits. As the 2006 Local Government White Paper *Strong and Prosperous Communities* recognises, today's challenge is how best to draw on the benefits that migration and diversity bring while addressing potential risks to community cohesion. Chapter 3 sets out progress in building community cohesion.

Last June, Ruth Kelly (then Secretary of State for Communities and Local Government) announced the setting up of a Commission on Integration and Cohesion. The Commission, an independent fixed-term advisory body, has spent the past year listening to the views of people from across the country and has recently published a set of final recommendations for how we can improve the capacity of local communities to build cohesion and prevent problems, including those caused by the spread of extremist ideologies. These practical recommendations will help to shape our strategy for improving integration and cohesion.

Faith communities play an essential role, alongside others, in building cohesion by promoting and supporting a society based on mutual respect and an understanding between people of all faiths and none. This year, the second round of the Faith Communities Capacity Building Fund will see £4.3 million paid in grants to a range of faith, interfaith and non-faith-based community groups. This will make a significant contribution to community cohesion by supporting capacity building, interfaith programmes and the participation of faith communities in civil society.

In recent times, patterns of immigration have changed considerably, with the result that the local impacts across the country are different from in the past. The overwhelming evidence suggests that the impacts have been positive, with tangible benefits to economic growth, access to crucial skills and new ideas, and a richer cultural life. Some areas have found that the arrival of new migrants, and the response from settled communities to newcomers, has become an important part of the challenges to cohesion experienced by their communities.

We are working with partners to implement our plans to support local responses to recent immigration set out in *Strong and Prosperous Communities: The Local Government White Paper*, which we published in October last year. Our approach consists of:

- working in partnership to develop and disseminate good practice for local areas, building on existing experience of those areas facing migration pressures. This work will address issues from the perspectives of migrants and existing communities and will deal with such issues as employment conditions, language support and housing; and
- identifying at an early stage those authorities that need support in preventing any small-scale problems from escalating.

Further details can be found in Chapter 3.

Legislation as a lever for change

This country has some of the most comprehensive anti-discrimination legislation in Europe, further strengthened by the creation this year of the Commission for Equality and Human Rights (CEHR). The CEHR provides, for the first time, a single equality body with new powers to enforce legislation more effectively and to promote equality for all.

We need to continue to refine and improve our legal framework to build on its successes. We will do this by:

- setting out in the autumn how we will take forward the recommendations of the recent Equalities Review; and
- driving forward the work of the Discrimination Law Review, which is aiming to bring together the existing separate Acts into a single Equalities Bill before the end of this Parliament.

There is more on the legal framework in Chapter 4.

A partnership approach

The Improving Opportunity, Strengthening Society strategy brings together a series of practical actions involving government departments, organisations and individuals from across the public, private and voluntary and community sectors. All have a role to play in creating a society to which everyone can contribute and from which all can benefit.

To help achieve this, we want to be able to provide, wherever possible, a framework that regions and local areas can tailor to meet the specific needs of their respective communities. This process will help to meet the individual needs of particularly disadvantaged communities rather than treating all minority ethnic communities in the same way.

Chapter 5, therefore, sets out our progress in:

- working with stakeholders at a regional and local level;
- working with the voluntary and community sector; and
- communicating our work.

Public Service Agreements back up our commitment

The Improving Opportunity, Strengthening Society strategy is reinforced by the following Public Service Agreement targets, which enable the public to check on progress over time to:

- reduce perceptions of discrimination across a range of public services;
- increase perceptions of community cohesion;
- increase the employment rate of disadvantaged groups (including ethnic minorities) and reduce the difference in employment rates between disadvantaged groups and the overall rate; and
- promote ethnic diversity in the workplace.

The Race Equality Unit and the Cohesion and Faiths Unit

Progress on driving forward and delivering this strategy is led by the Race Equality Unit and the Cohesion and Faiths Unit both based at Communities and Local Government. This department was established in May 2006 with a powerful remit to promote community cohesion and equality, as well as leading on housing, planning, urban regeneration and local government. The department has the cross-government lead on equalities and works closely with other government departments that are crucial to delivery and that have provided material for this report.

The Race Equality Unit is responsible for driving forward the Government's agenda to reduce race inequalities and tackle discrimination. The Cohesion and Faiths Unit works closely with regional Government Offices and local partners to develop community cohesion plans for those areas at greatest risk, provides training on leadership and conflict resolution, and leads on engaging with faith communities.

The terms used in the report

Please note that in this report we use the terms 'Black and minority ethnic', 'minority ethnic' and 'ethnic minority' interchangeably. We also try to break down the different ethnic minority groups as far as possible. We recognise that there is a growing number of White ethnic minorities and new communities whose needs are not always explicitly identified.

A continuing priority for us, therefore, is to consider what data and evidence are needed to further improve our understanding of inequalities experienced by different communities and to ensure that we address them effectively.

Chapter 2

Reducing inequalities in public services

Improving Opportunity, Strengthening Society

Chapter 2: Reducing inequalities in public services

This chapter looks at the progress made over the past year in each of the following key public services:

2.1   Education (page 16)
2.2   The labour market (page 25)
2.3   Housing (page 34)
2.4   Health (page 42)
2.5   The criminal justice system (page 53).

2.1 Education

The background to our work

We have made important progress over the last year, working to strengthen our approach to offer all children, young people and adults, whatever their background or ethnicity, the opportunities to achieve their potential.

We remain committed to the approach set out in *Improving Opportunity, Strengthening Society*, building on our wider Skills Strategy, to give every young person the skills they will need in later life, and opportunities to continue to develop those skills as adults. The pace of change in education created by *Every Child Matters* is helping us towards this ambition.

The creation of extended schools and Sure Start Children's Centres, targeting disadvantaged areas and working to engage and provide high-quality, integrated services to children and families, is important in reducing inequalities and offering high-quality support to people from all backgrounds, tailored to their individual needs.

In education, the picture for minority ethnic groups remains mixed. While, overall, we are making progress in narrowing attainment gaps, inequalities persist. Gypsy/Roma and Traveller of Irish Heritage pupils, for example, continue to achieve at levels well below the national average. Indian and Chinese pupils, on the other hand, tend to have the highest attainment levels across all stages of education. We have a duty to support all young people to achieve their potential in and out of school, to enjoy fulfilling activities, and to play a full and positive role in their communities.

Our progress during the past year

Early years and Sure Start

Evidence shows that the early years are a vitally important stage of a child's life, during which the foundations for later life are laid. Our approach to reducing inequalities in children's outcomes in the early years is based on universal provision that is capable of reaching out to all families, supported by a new regulatory framework for early education and childcare.

Firstly, we have continued our major expansion of Sure Start Children's Centres across the country. There are now 1,309 Sure Start Children's Centres in England, and we are on target to reach 3,500 Centres by 2010. In the first phase (2004-06), Sure Start Children's Centres were exclusively developed in the most disadvantaged

FACTS

In 2006, around one in five pupils in maintained primary schools and around one in six pupils in secondary schools were from a minority ethnic background.

With the exception of Gypsy/Roma and Traveller of Irish Heritage pupils, between 2003 and 2006 there was a continued improvement in the proportion of minority ethnic pupils achieving the equivalent of five or more A*–C grades at GCSE (in any subject).

Chinese pupils continue to perform considerably better than any other group, with 80 per cent gaining five good GCSEs compared to a national average of 57 per cent.

Between 2003 and 2006, pupils from Other Black backgrounds showed the biggest improvement (up 13 percentage points from 34 per cent to 47 per cent), although they still have among the lowest proportion of pupils attaining five or more A*–C grades at GCSE.

While still having comparably lower attainment levels, Black Caribbean pupils also showed considerable improvement (up 12 percentage points from 33 per cent in 2003 to 45 per cent in 2006).

Bangladeshi pupils improved by 11 percentage points between 2003 and 2006 (from 46 per cent in 2003 to 57 per cent in 2006, in line with the national average), while Black African pupils improved by 10 percentage points (from 41 per cent in 2003 to 51 per cent in 2006).

In 2006, just 19 per cent of Traveller of Irish Heritage pupils and 10 per cent of Gypsy/Roma pupils achieved five or more A*–C grades at GCSE, although there are very small numbers of pupils in both these groups.

In 2006 in England, minority ethnic staff (in both primary and secondary schools) comprised 5.2 per cent of the teacher population, up from 5.0 per cent in 2005 and 4.7 per cent in 2004.

Between 2001-02 and 2005-06, the proportion of minority ethnic students attending higher education institutions rose, from 13.7 per cent to 16.1 per cent. However, these students are highly concentrated in new universities (particularly in the London area). Moreover, minority ethnic students still have poorer outcomes in terms of the class of degree attained.

areas in the country and many were based on Sure Start Local Programme (SSLP) areas. Minority ethnic communities were strongly represented in SSLP areas – almost 40 per cent had an ethnic minority population of 10 per cent or more and almost one in three had an ethnic minority population of 20 per cent or more.[1]

Good practice guidance and planning and performance management guidance for Sure Start Children's Centres were published in November 2006, including guidance on:

- good practice in reaching and working with families from minority ethnic groups; and
- support in reporting on a range of performance indicators, including their reach to all minority ethnic communities.

Secondly, all parents can already access 12.5 hours a week of free childcare for three- and four-

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1 *Interim Report on Characteristics of and Changes in Sure Start Local Programme areas in Rounds 1 to 4 and a sample from Round 5 between 2000/2001 and 2001/2002* (June 2004).

year-olds, which we aim to raise to 15 hours by 2010. This offer is supported by a marketing campaign that aims to reach parents from all backgrounds.

Thirdly, the latest findings from the Effective Provision of Pre-school Education study have highlighted the importance of high-quality pre-school provision, together with a high-quality home learning environment, for children's subsequent attainment, as well as the need for a continuing focus on literacy and numeracy. The Primary National Strategies are working with local authorities to improve practice in these areas, and to engage and involve more parents fully in their children's learning and development.

Finally, these policies are supported by a stronger regulatory framework for early education and childcare. The Childcare Act 2006 set in place important new duties on local authorities to:

- improve outcomes for all children and reduce inequalities between them;
- secure sufficient childcare provision to meet local demand;
- provide information to parents and early education and childcare providers; and
- reach out to those groups of parents who are less likely to take up childcare.

Statutory guidance is being produced to support local authorities and their partners in implementing these duties. In addition, the Early Years Foundation Stage, which was launched on 13 March 2007 and comes into force in September 2008, sets out a comprehensive statutory framework for children's learning and development, focusing on the individual needs of children in early education and childcare settings. It is underpinned by an ethos of personalised learning and development for every child.

Doing better in school

The majority of minority ethnic pupils continue to make good progress at school, with steady increases between 2003 and 2006 in the proportion of pupils gaining five or more A*–C

grade GCSEs or the equivalent (Key Stage 4). There remain exceptions: attainment at Key Stage 4 declined over this period for Gypsy/Roma and Traveller of Irish Heritage pupils.

The reasons for the differences in performance are many and complex, and extend well beyond the school gates. Research has shown that family circumstances such as housing, income and health, as well as peer pressure, all impact on children and young people's performance in school, and we are aiming to tackle these through a combination of mainstream and targeted programmes, many of which are outlined in this chapter.

Our approach to raising attainment for all pupils from minority ethnic groups remains based on the joint approach of investing in high-quality, personalised education for all pupils, as well as providing targeted programmes to tackle under-achievement among particular groups.

Aiming High – further progress

The Aiming High: Raising the Attainment of Minority Ethnic Pupils programme includes a strong focus on embedding race equality through effective leadership, teaching and learning in schools. Since the 2006 update on the Improving Opportunity, Strengthening Society Strategy, there has been further progress towards raising the attainment of minority ethnic pupils in a number of areas:

The Ethnic Minority Achievement Grant (EMAG)

This ring-fenced grant for schools and local authorities was worth £178.6 million in 2007-08. The National Union of Teachers' survey of EMAG in 2006 concluded that EMAG was of huge benefit to minority ethnic children, and feedback from local authorities and schools shows that EMAG is essential to support their work on improving the attainment of minority ethnic pupils, as shown by the reduction of the attainment gap over recent years between certain groups of minority ethnic pupils and the average.

The Black Pupils' Achievement Programme

This programme is working with 25 local authorities and 100 secondary schools to boost achievement among Black pupils. As part of this initiative, the Department for Education and Skills (DfES) has enlisted the National College for School Leadership (NCSL) to provide a bespoke leadership programme for the participating schools. A key element of the success of this programme in many schools has been the strength of commitment of headteachers who have inspired and challenged both teachers and pupils to have high expectations to achieve well.

A programme at primary level, the Black Children's Achievement Programme, was launched in 2006. It is currently working with 20 local authorities and 100 primary schools to establish and sustain a whole-school approach for raising the achievement of Black children and to provide examples of what practice in schools has made a difference through effective analysis of performance data.

Raising attainment among Gypsy/Roma and Traveller pupils

A cross-phase National Strategies programme was launched in September 2006. At present, 11 local authorities and 48 educational settings are working together to offer targeted support to meet the aspirations of Gypsy/Roma and Traveller parents and pupils.

Case study: REACH

REACH is one of a series of project groups set up as successors to the Lawrence Steering Group and the Race Equality Advisory Panel. The REACH group consists of 25 members, most of whom have direct experience of front-line working, drawn from a variety of fields, including the voluntary and community sector, education, local authorities, academia and law enforcement.

The group has been commissioned to deliver a report containing five evidence-based recommendations that would lead to real improvements in the attainment and aspirations of Black boys and young men. The report is due to be published in the summer of 2007.

We are currently working with 26 local authorities and over 200 Gypsy/Roma and Traveller pupils on the e-learning and mobility project (ELAMP4) to offer distance learning opportunities to children who travel during the school year, using laptops and data cards together with learning materials. Evidence has shown that motivation increases, achievement is improved, and pupils reintegrate far more easily when they return to school.

Tackling the 'exclusions gap' for Black pupils

The disproportionate exclusion of Black pupils (the 'exclusions gap') is a significant issue for Black communities, and early in 2006 DfES commissioned a Priority Review to examine the issue in depth. In September, the findings of the Priority Review were presented to ministers, who agreed the proposed way forward for targeted measures to deliver improved race equality and behaviour management strategies. The measures include:

- working with selected local authorities and schools with high proportions of Black Caribbean, and Mixed White and Black

Caribbean pupils and helping them to take a key role in developing suitable strategic interventions;

- focused work with relevant organisations to strengthen race equality awareness in school leadership and management programmes; and
- developing guidance and effective practice materials on exclusions and ensuring these are available to both primary and secondary schools.

Recruitment of minority ethnic staff

Further progress has been made in recruiting entrants to teacher training from minority ethnic backgrounds. Currently, more than one in 10 new trainee teachers (12 per cent) are from a minority ethnic background. This represents some 3,900 people – a 126 per cent increase in the number of minority ethnic trainees since 2001. Over £1 million of funding ring-fenced for improving minority ethnic recruitment was allocated to providers during 2006-07.

Race and the law in education

All schools are under a duty to promote equality of opportunity and good race relations. To implement this duty, they must have a written race equality policy setting out the actions that the school will take to tackle discrimination and promote equality and good race relations across the whole area of school activity.

In addition, schools are under a duty to assess and monitor the impact of their policies on pupils, staff and parents, in particular the attainment levels of pupils from different racial groups, and to record racist incidents and report them to the local authority on a regular basis. Guidance on recording and reporting racist incidents was updated and published online by DfES in December 2006.

Tackling racist bullying

Online guidance for schools on tackling bullying related to racism, religion and culture was published in March 2006.

The guidance is designed to support schools in preventing and responding to this kind of bullying.

It offers discussion topics and activities to stimulate debate and spark activity that involves everyone in the school community. It provides particular advice and material to help schools address the bullying of children from minority ethnic groups, as well as specific groups such as Travellers, refugees and asylum seekers.

Engaging with parents

The role of parents and families in raising the aspirations and supporting the educational attainment of children cannot be overestimated.

We are working hard to help schools and other local partners reach out to parents from all backgrounds and encourage them to foster a positive attitude to learning in their children. In March 2007, we published *Every Parent Matters*, setting out the work being done to promote the development of services for parents and parents' involvement in shaping services, including:

- the creation of a National Academy for Parenting Practitioners from autumn 2007;
- a single commissioner in every English local authority to champion services for parents;
- additional information and parenting advice through Children's Information Services from 2008;
- a new duty on school governing bodies to listen to parents from May 2007; and
- the proposed development of a minimum package of information, advice and support that any parent should be able to access locally through their Sure Start Children's Centre and extended school.

Further and higher education

On average, minority ethnic participation is high in further education (FE) and higher education (HE). As with school-age education, the picture is mixed – some groups participate much more than others and attainment varies. Bangladeshi and Pakistani pupils, for example, do not do as well in FE and HE as we would expect, based on their performance at school.

In delivering our 14–19, Skills and FE System Reform programmes, we continue to work in close collaboration with partner organisations to deliver real and lasting improvements in race equality and community cohesion, including the:

- Learning and Skills Council (LSC);
- Centre for Excellence in Leadership (CEL);
- Quality Improvement Agency (QIA);
- Sector Skills Development Agency (SSDA); and
- individual Sector Skills Councils (SSCs).

Further Education: Raising Skills, Improving Life Chances

In November 2006, we published a Race Equality Impact Assessment (REIA) covering most of the policy proposals outlined in the White Paper *Further Education: Raising Skills, Improving Life Chances* (March 2006). Since then, we have published a further REIA to support the Further Education and Training Bill, laid before Parliament at the end of November 2006.

These documents contain detailed information about more than 40 individual policy strands, including our proposals for:

- new learning accounts;
- personalised learning;
- improved guidance;
- promoting a more diverse FE workforce;
- encouraging choice, diversity and specialisation; and
- Learner Support Funds.

Case study: Enhancing diversity in further education leadership

The First Steps to Leadership programme, developed and delivered by the Centre for Excellence in Leadership (CEL) and the Network for Black Professionals, draws on the input of experienced professionals to provide aspiring minority ethnic managers and leaders in further education with the qualities required to excel as a leader in the learning and skills sector.

By February 2007, 200 candidates had successfully completed the programme, with many reporting that they, and others around them within their organisation, were able to see immediate changes in their careers and aspirations.

The programme is complemented by a range of individual support services, including those available via the Black Leadership Initiative (BLI). Also funded by CEL, the BLI offers a complementary programme of mentoring, secondments and work-shadowing.

Since its inception in 2002, the BLI has supported 796 participants (against a target of 448). Four new black college principals credit their progress to participation in the initiative.

National Improvement strategy

The Quality Improvement Agency (QIA) has launched a National Improvement strategy, which offers a comprehensive range of services and products to help FE organisations improve across leadership and the workforce, teaching and learning and performance assessment. That strategy makes it a priority to reduce the gaps in success rates between different ethnic groups, as well as including measures to increase the diversity of the FE workforce and management.

Case study: Skills coaching

Skills coaching is aimed at adults for whom a lack of skills is the main barrier to finding and keeping work, helping them to improve their employability in order to secure sustainable employment in the local labour market. Among the trial areas, five are explicitly targeting minority ethnic groups in the National Employment Panel's designated[2] conurbations of London, Birmingham, Manchester, Bradford/Leeds and Leicester, where the majority of Britain's minority ethnic population live.

Success is measured by:

- whether participation rates for minority ethnic learners are maintained or improved;
- whether participants gain new qualifications and employability skills; and
- the proportion of participants who move into employment.

All skills coaching trials are proving successful at reaching out to minority ethnic groups as a proportion of the general benefit population. Latest performance data from 2006-07 shows that, overall, 21 per cent of customers identified themselves as 'non-White' compared with 14 per cent of the general population; in the five designated conurbations, 37 per cent of customers have classified themselves as 'non-White' compared with 26 per cent of the general population in these areas.

Supporting minority ethnic participation and attainment in higher education

We have recently published our Race Equality Impact Assessment (REIA), which examines the impact of our policies across higher education and outlines where additional action may be needed to support equality across all ethnic groups in higher education.

As part of this work, we carried out research on whether ethnicity had an effect on degree attainment over and above other factors such as age, previous attainment or socio-economic background. The results show that, even after controlling for the majority of contributory factors, being from a minority ethnic group (except Other Black, Mixed and Other groups) was still found to have a statistically significant and negative effect on degree attainment.

As a result of this research, we have asked the Higher Education Academy and the Equality Challenge Unit to lead a project directly exploring this issue with higher education institutions.

Adult learners and Skills for Life

In June 2007, DfES and the LSC published a joint Equality Impact Assessment[3] (EQIA) for adult skills, scrutinising 23 current policy strands for their impact on age, disability, ethnicity and gender equality. Its overall assessment was positive, endorsing the focus of support on the lowest skilled people and illustrating how far equality and diversity has been embedded in mainstream policy development. The EQIA provides a good foundation for implementation of the recommendations of the Leitch Review of Skills.[4] We expect to publish a consolidated Action Plan covering equality and diversity across all current policies in December 2007.

To support our work we have established an Equalities Network, including representatives from the Commission for Racial Equality and the other commissions, to advise on equality and diversity across the Skills Strategy and 14–19 reforms.

Skills for Life

We have made good progress on our Skills for Life Strategy, and we announced in February

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2 National Employment Panel report *Enterprising People, Enterprising Places* (2005).
3 See www.dfes.gov.uk/skillsstrategy/index.cfm?fuseaction=news.view&NewsID=29
4 See www.dfes.gov.uk/skillsstrategy/index.cfm?fuseaction=content.view&CategoryID=14

2007 that we have achieved our interim basic skills target.

The Leitch Review of Skills extends the ambition for Skills for Life by recommending a target of 95 per cent of the population being above Entry Level 3 in numeracy and above Level 1 in literacy. Research suggests that this would improve life chances and prospects for many who are currently below these levels.

English for speakers of other languages (ESOL)

English language skills are clearly critically important for life, work and community cohesion in the UK. Since 2001, free English language courses have been offered through our Skills for Life Strategy. This policy has been a notable success with millions of learners benefiting. However, funding for ESOL has tripled in the same period and continuing increases would be unsustainable within the limits of the LSC's overall adult learning budget. In some regions, increased demand has resulted in long waiting lists, preventing learners who most need English language skills from accessing provision.

This is why, in October 2006, Bill Rammell, the Minister responsible for lifelong learning, further and higher education, which includes the funding of Skills for Life and ESOL courses, announced that he had reviewed the arrangements for funding and support for ESOL and proposed two key changes:

- from 2007-08, ESOL learning would no longer attract automatic fee remission and free tuition would only be available to priority groups, i.e. primarily people who are unemployed or receiving income-based benefits; and
- from August 2007, asylum seekers would no longer be eligible to access any LSC-funded further education.

Since the proposed changes were announced, the Minister has listened very carefully to the concerns of a wide range of people. An REIA was also undertaken where a number of important issues have been raised. Consequently, the Minister confirmed a range of new measures designed to address those issues and protect those learners who most need our support:

- Reinstatement of eligibility for asylum seekers who have not received a decision on their application after six months. We will also reinstate eligibility for asylum seekers who are unable to leave the country for reasons beyond their control.
- Vulnerable learners, including spouses and low-paid workers, will be supported through the addition in 2007-08 of £4.6 million to the Learner Support Hardship Fund.
- Asking the LSC to develop guidance to encourage providers to work locally with government agencies and to support learners in providing evidence of entitlement to fee remission. In some cases, providers may seek evidence of learners' financial circumstances (such as payslips, P60s and other tax forms) to assist learners to get the evidence required to qualify for means-tested state support.
- The LSC will work to ensure that young asylum seekers aged 16–18, who may turn 19 and become ineligible while waiting to enrol on a course, are a priority. Colleges and providers will work together to ensure that learners in this situation are signposted to alternative local provision in order to ensure they start a programme before they are 19.
- Dialogue will be taken forward with social partners about securing employer contributions to the cost of learning. New ESOL for Work qualifications will be introduced from September and will have a stronger focus on the language skills needed for the work environment through shorter, more work-focused qualifications.

These new measures are designed to address the key concerns expressed over the past few months. The changes will ensure that priority groups of learners in greatest need are able to access English language courses. They will also ensure that maximum value for money is extracted from the ESOL budget. In looking forward, we will also consider the final report of

Case study: Improving outcomes for Gypsy/Roma and Traveller children

The DfES has sponsored a project run by Save the Children to improve the engagement of Gypsy/Roma and Traveller communities with early learning and childcare, by working with parents in these communities and local authority Traveller Education Services to develop best practice guidance, and working with local authorities and practitioners in early years settings to raise awareness of this approach.

The guidance focuses on effective outreach strategies for engaging with Gypsy/Roma and Traveller communities and providing a range of specific approaches to ensure that these children are fully included in the work of early learning and childcare settings. Early feedback from partners suggests that the project is having a positive impact on the engagement of Gypsy/Roma and Traveller families.

the Commission on Integration and Cohesion which made a number of recommendations for more innovative provision of ESOL.

The key challenges ahead for education

The work set out above provides us with a strong foundation for continued progress in closing the attainment gap for ethnic minorities. However, the persistence of the gap, and the lack of progress shown by some groups, highlights that we still need to do more if everyone is to achieve their full potential.

Doing more in the early years

We know that high-quality early learning helps children to develop and gives them a head start in school. Take-up of early learning and childcare, however, is lower among minority ethnic groups and we need to do more to improve their access to these opportunities, as well as to raise the quality of practice in early learning and childcare settings.

Over the coming year, the roll-out of Children's Centres will continue, with a strong emphasis on the development of effective outreach services that reach the most disadvantaged families. The Early Years Foundation Stage (EYFS) comes into legal force from September 2008, and EYFS training is being developed to support the implementation of the framework, to be delivered through the Primary National Strategies. Other strategies to increase the take-up of early education and childcare will continue to focus on reaching out to minority ethnic families – a national campaign to promote the take-up of childcare is currently under way – and local authorities will be held to account against their statutory targets for reducing inequalities in children's outcomes.

Alongside this activity, we will continue to look at how lessons learnt in reaching out to families who are less likely to engage with services can be effectively shared across local authorities and early years settings.

Closing the attainment gap in schools and beyond

Although attainment levels are improving for most ethnic groups, we need to work at further closing the gap for those minority ethnic children, young people and adults who perform below the average at school and in further education. We want to ensure that:

- the attainment gap at Key Stage 2 (late primary) and Key Stage 3 (early secondary) continues to close;
- more pupils from minority ethnic groups achieve five GCSEs at grades A*–C, including English and maths, aiming to match the national average;
- the attainment gap for learners after the age of 16 closes; and

- the wider Skills Strategy benefits minority ethnic learners through the programmes and strategies outlined above and by implementing the recommendations for future actions from organisations such as Ofsted.

These aims will be achieved through a variety of means, from targeted programmes such as the Minority Ethnic Achievement Programme to work to meet the individual needs of all pupils, such as through our investment in personalisation in schools. DfES identified 'closing the gap in educational attainment between children from lower income and disadvantaged backgrounds' and their peers, as the first of its five priorities in the *Five Year Strategy for Children and Learners: Maintaining the Excellent Progress* (September 2006).

Children and young people from certain minority ethnic communities are more likely to live in a low-income household and receive free school meals, which we know are correlated with lower attainment. Responding to this priority will make a clear contribution to narrowing the attainment gap between minority ethnic children, young people and adults and their peers.

Teacher training and recruitment

The challenge for the future is to increase further the representation of minority ethnic trainees in a more diverse range of subjects including primary teaching, history, geography, art, citizenship and physical education, in addition to the priority subjects which will remain our main focus.

The Training and Development Agency (TDA) has an overall target for 10.5 per cent of trainees to be recruited from a minority ethnic background. If we are to achieve this aim, we need to work with providers to understand why fewer minority ethnic applicants are gaining places on Initial Teacher Training (ITT) programmes compared with White applicants.

The TDA funds ITT providers to help improve the recruitment and retention of minority ethnic trainees and will place a greater emphasis on retention in 2007-08. The TDA is also working with the Refugee Council and ITT providers towards helping refugee teachers to integrate by accessing school experience and training with a view to gaining Qualified Teacher Status.

2.2 The labour market

The background to our work

While ethnic minority people are achieving success across a wide range of fields and contributing to the social and economic growth of the nation, there continues to be a long-term and potentially very damaging gap between the employment rate for people from ethnic minorities and the rest of the population.

The gap in employment rates between ethnic minorities and the overall population has been persistently high for decades, varying between 15 and 20 percentage points. When the Strategy Unit report was published in 2003, the ethnic minority employment rate was 57.8 per cent and the overall employment rate was 74.7 per cent – a gap of almost 17 percentage points.

Last year, we reported that the gap had reduced to under 16 per cent and the ethnic minority employment rate had increased to 59.3 per cent. This trend has continued in the last 12 months and the employment rate gap is now around 14 per cent and the ethnic minority employment rate is 60.3 per cent.[5] The final report of the independent Equalities Review, published in February 2007, highlighted that despite significant progress over the past 60 years, some kinds of inequality such as the employment gap still remain. The review called for new approaches to tackle discrimination and disadvantage (see Chapter 4: The legal framework).

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5   Figures based on Labour Force Survey, four-quarter averages.

Ethnic Minority Employment Taskforce

The Ethnic Minority Employment Task Force (EMETF) oversees the development of a co-ordinated strategy to help break down the barriers faced by ethnic minorities in the labour market. The Task Force involves ministers from key government departments:

- Department for Work and Pensions (DWP);
- Department for Education and Skills (DfES);
- Department for Trade and Industry (DTI);
- Communities and Local Government;
- Her Majesty's Treasury;
- Department for Culture, Media and Sport (DCMS); and
- Cabinet Office.

There are also representatives from the:

- Commission for Racial Equality;
- Confederation of British Industry;
- Trades Union Congress;
- Local Government Association; and
- National Employment Panel.

The Task Force is also responsible for implementing the 10 main recommendations in the National Employment Panel's *Enterprising People, Enterprising Places*[6] report.

The Government is committed to improving the employment rate of ethnic minorities, as work is the best route out of poverty for individuals, families and children. The 2003 Strategy Unit report, *Ethnic Minorities and the Labour Market*, sets out the goal that, in 10 years' time, ethnic minority groups should no longer face disproportionate barriers to accessing and realising opportunities for achievement in the labour market.

Our progress during the past year

Over the past three years, the Government has made good progress in tackling the complex and challenging issues faced by ethnic minorities in the labour market:

- DfES has continued to implement policies targeted at closing the attainment gap.
- The Department for Work and Pensions (DWP) has increased flexibility in the delivery of employment support to meet the needs of different groups, and has targeted resources towards areas where most support is needed.
- The Department for Trade and Industry (DTI) and Communities and Local Government[7] have promoted greater equality in work and wider society, and looked for the most effective means to tackle discrimination, both through legislation and support for policies that promote equality of opportunity.
- The Government is currently considering the Final Report of the independent Equalities Review, *Fairness and Freedom* (published in February 2007), and is due to respond formally to the Review's recommendations in autumn 2007.

The efforts of the ethnic minority communities themselves, helped by Government policies, have contributed towards narrowing the employment gap between ethnic minorities and the population as a whole. This is reflected in the increase in the ethnic minority employment rate, as shown in the latest Labour Force Survey results.[8] However, there is still more work to be done.

The Ethnic Minority Employment Task Force is supported by the Ethnic Minority Advisory Group (EMAG).

Recently reconstituted, EMAG underpins the Task Force and brings together the former Task Force

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6   National Employment Panel, May 2005. Report available at: www.nationalemploymentpanel.org.uk
7   Since June 2006, the Department for Communities and Local Government has had responsibility for equality and cohesion policy across government. The Home Office has ceased to be represented on the EMETF.
8   Labour Force Survey, single fourth calendar quarter 2006.

Stakeholder Group and the National Employment Panel's Minority Ethnic Group. EMAG is made up of representatives from:

- education;
- voluntary and community groups;
- training providers;
- faith groups; and
- employers.

The role of EMAG is to advise the Task Force on what will work best for ethnic minority communities and comment on proposals being developed by departments.

Task Force work plan

On 28 February 2007, John Hutton, the Secretary of State for Work and Pensions, announced that he had asked Jim Murphy, Minister for Employment and Welfare Reform, and the Task Force to hold a ministerial summit in summer 2007, focusing on a set of specific and practical proposals for tackling discrimination and misunderstanding in the workplace.

John Hutton asked the Task Force to consider the specific issues around discrimination, including those based on religious practice, and to draw on the recommendations of the forthcoming reports from the Business Commission.

The Task Force will continue to ensure that ethnic minorities benefit from the economic and enterprise opportunities that are created. The future work will be based around the four main priority areas:

- **the City Strategy** – ensuring that Welfare to Work programmes, particularly the new City Strategy, deliver job outcomes for ethnic minorities;
- **the 2012 games** – developing plans for procurement, skills and volunteering to enable more local people, including ethnic minority communities, to benefit from the 2012 London Olympic and Paralympic Games;

- **procurement** – working with public procurement to improve workplace equality practices of government suppliers; and
- **employer engagement** – working with the DTI, National Employment Panel and CBI to encourage greater employer engagement and enterprise.

Progress against these priorities and commitments made in the original strategy are set out below.

Welfare to Work measures to ensure that ethnic minorities access jobs: Lessons from Ethnic Minority Outreach

Final job outcomes and end date
Ethnic Minority Outreach (EMO) was introduced in April 2002 to deliver, primarily through the voluntary and community sector, outreach services to jobless ethnic minority people who need help to move into work. Over 13,000 people have found jobs through the programme.

EMO ended in October 2006 to make way for the Deprived Areas Fund (DAF) and the City Strategy, both of which will target the people and places in greatest need. This strategy will build on the achievements of EMO and community-based initiatives such as action teams. Funding from EMO, action teams and working neighbourhood pilots has been merged to form the DAF.

Deprived Areas Fund
The DAF is a new, area-based initiative that responds to DWP's key aim to improve the employment rate across all areas of the country and, in particular, to focus on narrowing the gap between those areas with the lowest employment rates and the overall rate. The DAF covers the 1,043 most disadvantaged wards, including all those wards previously covered by EMO.

Local Jobcentre Plus and City Strategy areas can decide how funding will add value against a continued central objective of increasing the employment rate in deprived areas, which will also enable them to tailor the types of provision

and support needed to help move local residents into employment.

Building on outreach support for partners
Partners Outreach, a programme to support the partners of those in low-income families, was introduced this year in response to the recommendation in the *Enterprising People, Enterprising Places* report to build on outreach support and develop employment skills and access to jobs for those who currently do not receive support. The first contracts began in February 2007 and the rest in March.

The provision will be of particular help to partners in low-income Pakistani, Bangladeshi and Somali families who are neither in work, nor on benefit and who are unlikely to be using Jobcentre Plus services. Fewer than one in four Bangladeshi and Pakistani women are in work, and their households often have lower income levels than comparable White households where no one is working. Helping the non-working partner into work will increase family income and help lift them and their children out of poverty.

Provision is targeted in selected wards in London, Birmingham, Manchester, Bradford/Leeds and Leicester, and lessons will be learnt on how best to support these people back to work. Planning assumptions indicate that around 5,000 people will access this programme.

DAF and Partners Outreach will both be delivered by private and voluntary sector organisations.

The City Strategy
The purpose of this initiative is to deliver a significant improvement in the working age employment rate, particularly for disadvantaged groups such as:

- benefits claimants;
- lone parents;
- disabled people and those with health conditions;
- older people; and
- people from ethnic minority groups.

The strategy is being rolled out from April 2007. Key stakeholders from the public, private and voluntary sectors will come together to form consortia to improve the way in which support for individual jobless people is co-ordinated and delivered.

Pathfinder areas
Fifteen pathfinder areas have been selected and they are finalising their delivery plans to set up local employment consortia as part of the City Strategy announced in the Green Paper[9] on welfare reform.

Consortia are expected to deliver a measurable improvement in the proportion of local disadvantaged people who can find and progress in work, with the aim of moving towards the aspiration of an 80 per cent employment rate for the working age population. This will be the principal factor against which central government will measure a partnership's success.

East London: high levels of disadvantage
While there are significant variations in employment rates between different minority groups, East London has high numbers of people from groups with the highest levels of disadvantage. The objective of tackling child poverty converges with the aim to reduce disparities in employment rates between ethnic minority groups, especially as the younger age structure of minority populations means they account for a high percentage of the children in the area.

Within the East London consortia area, all the main ethnic minority groups have employment rate deficits compared to ethnic minority employment rates for the rest of London and Great Britain. The Pakistani/Bangladeshi group has the lowest employment rate at under 40 per cent. Therefore, the East London Pathfinder will ensure that services and opportunities that are

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9   A *new deal for welfare: Empowering people to work* (TSO, January 2006, Cm 6730).

FACTS

The minority ethnic employment rate has continued to rise and now stands at 60.3 per cent, up from 59.3 per cent in spring 2005.

The gap between the employment rate of the minority ethnic population and the total population has narrowed to around 14 percentage points, from a gap of around 19 percentage points in 1996.

Indian men have employment rates similar to those of White men (78 and 80 per cent respectively), but employment rates among Bangladeshi men are around 20 percentage points lower (60 per cent).

Women from the Black Caribbean and Mixed groups share the second-highest employment rates among women (65 per cent for each group), after White women (72 per cent), but the employment rates of Bangladeshi and Pakistani women are at least 40 percentage points lower (23 per cent and 25 per cent respectively).

Among faith groups, Muslim women have the lowest female employment rates (26 per cent), and their rates are considerably lower than those of Christian (73 per cent), Jewish (63 per cent), Hindu and Sikh women (each 62 per cent).

The economic inactivity rate for the minority ethnic population has fallen from 34.5 per cent to 31.8 per cent since 2001.

Economic inactivity rates among Black Caribbean and Black African men (19 per cent in each case) are similar to those for Indian and White men (each 16 per cent).

But economic inactivity rates remain very high among working-age women from a Bangladeshi (72 per cent) or Pakistani (68 per cent) group compared with White women (24 per cent).

Additionally economic inactivity rate among Muslim women (68 per cent) is almost three times the rate among Christian women (24 per cent).

Men from minority ethnic groups are more than twice as likely as White men to be unemployed (12 per cent compared with 5 per cent) and the past year has seen rising unemployment rates in most groups.

Unemployment rates among men from a Bangladeshi (17 per cent), Black Caribbean, Black African and Mixed ethnic group (each 15 per cent) are at least three times higher than those for White men (5 per cent).

Among women, the minority ethnic unemployment rate is almost three times higher than the rate among White women (11 per cent compared with 4 per cent) and unemployment rates are highest among Pakistani (22 per cent) and Bangladeshi (19 per cent) women.

The unemployment rate among Pakistani women is twice the rate of Pakistani men (21 per cent compared with 11 per cent).

Among faith groups, Muslims (16 per cent) have the highest unemployment rates, which are twice as high as the rates among Sikhs and Hindus (both 8 per cent) and three times as high as the unemployment rate among Christians (5 per cent).

delivered in the Olympic boroughs are structured to meet the specific needs of the different ethnic groups that reside there. For example, there is a specific proposal within the East London Pathfinder business plan to improve the quality, effectiveness and efficiency of the provision of work-focused vocational English for Speakers of Other Languages (ESOL).

As consortia develop their plans, they will need to strike an appropriate balance, based on local analysis, of which disadvantaged groups to focus on. The pathfinders will develop robust, stretching targets and indicators, and central government monitoring will then focus strongly on delivery against these targets.

The Fair Cities initiative – piloting new locally-led partnerships

The National Employment Panel's Fair Cities initiative is an employer-led programme which works with employers in key sectors, including financial services, healthcare and hospitality, to open up job opportunities to people from disadvantaged communities. It is targeted at ethnic minorities. Fair Cities has considerable relevance for the 15 City Strategy pathfinders, as they are required to set out as part of their business plans how they will improve their relationships with local employers. The interim evaluation of Fair Cities has been given to the pathfinders, so they can take this evidence into account as they develop their approach to employer engagement.

The key priority going forward is to link up with other services that serve ethnic minority customers, in particular basic skills and English as a Second Language training, to ensure that Fair Cities reaches more disadvantaged participants and provides the decisive step to assist them into sustainable work.

Fair Cities has been delivering in Brent, Bradford and Birmingham since October 2005. To date, 384 people have entered work, 82 per cent of whom come from ethnic minorities.

London 2012 Olympic and Paralympic Games

DWP is the lead stakeholder for the strategic objectives of employment for the Olympic and Paralympic Games.

Jobcentre Plus has now allocated resources to a project group to deliver these objectives and the recommendations of the London Employment and Skills Taskforce. One of the project group's key priorities will be to ensure that opportunities are focused on local disadvantaged people (especially in East London), including ethnic minorities. Present negotiations continue with Jobcentre Plus on the exact commitments employers will agree to when they sign the Employer Accord.

Jobcentre Plus is putting in place a senior Steering Group which will ensure that recommendations from the EMAG are fed into how objectives are delivered.

Work is also progressing on developing the volunteering strategy, and DWP has ensured that volunteers are one of the key stakeholder groups in developing the recruitment strategy.

Working with public procurement to improve equality outcomes

The Government spends a significant sum of money (over £125 billion a year) on goods and services from the private and voluntary sector to help it to carry out its functions.

Procurement might involve buying equipment and services such as IT or catering; or supporting frontline services, such as training for jobseekers or routine medical operations.

Last year's annual report described the potential to promote race equality outcomes, by working with procurement colleagues.

The recently published Discrimination Law Review proposed that the Commission for Equality and Human Rights (CEHR) should provide straightforward, practical guidance for public

authorities on procurement and the public duties, which will be agreed with Government. This should focus, in particular, on ensuring that contracted-out public services are made available to disadvantaged groups, and on considering if there are barriers to participation of businesses led by such groups. It also proposes other measures to encourage best practice and to streamline processes. We will work in partnership with the CEHR, the supplier community and others to develop these.

Engaging with employers

Business Commission

In response to the *Enterprising People, Enterprising Places* report, the National Employment Panel has established a Business Commission, which will advise the Government on policies and practical measures to increase the recruitment, retention and progression of ethnic minorities in the private sector.

The Commission is made up of senior executives from the private sector led by Gordon Pell of the Royal Bank of Scotland.

The specific objectives of the Business Commission are to:

- oversee analysis of demographic and economic trends that underlie employment gaps in ethnic minority employment;
- propose key performance indicators for measuring progress in ethnic minority recruitment, retention and progression at national and local levels;
- work with selected cities to establish goals for narrowing local employment gaps; and
- recommend national policies to tackle discrimination and accelerate the rate of recruitment and career progression for ethnic minority people in the private sector.

The Commissioners will report to the Treasury with a full set of recommendations in autumn 2007.

Specialist employment advisers

The Specialist Employment Adviser initiative was a two-year pilot. It ended in March 2006 and was designed to tackle discrimination and develop employment opportunities for ethnic minority people through building relationships between Jobcentre Plus and employers.

Jobcentre Plus has incorporated the lessons learnt from the Specialist Employment Adviser programme to strengthen support and practical advice to employers on race equality issues.

Much of the work on ethnic minority employer engagement in Jobcentre Plus is delivered through the diversity business partners. Four diversity business partners cover 11 Jobcentre Plus regions, with the aim of developing effective diversity support within Jobcentre Plus services.

Diversity business partners have raised the profile of diversity through effective relationship building in the regions and districts, and have helped employers to link to community groups, to attract recruits from different racial backgrounds.

Commission for Racial Equality's *Statutory Code of Practice on Racial Equality in Employment*

This new code (published in November 2005) has replaced the Commission for Racial Equality's (CRE's) original code of practice (the *Code of Practice for the Elimination of Racial Discrimination and the Promotion of Equality of Opportunity*), which was published in 1984.

The new code came into force on 6 April 2006 and was updated to reflect the current legislative framework, as well as the modern working environment. The code aims to give practical guidance to all employers, regardless of their size, on how to meet their obligations under the Race Relations Act and related legislation.

The CRE has been working with a number of key employer networks and stakeholders that have an employer-facing function, to disseminate the code:

10 Keyes-Mascarenhas, S, *Ethnic minority small and medium enterprise in England: Diversity and challenges,* p2.

- National Employment Panel – employer coalitions;
- Business in the Community – Race for Opportunity Campaign;
- DWP – Jobcentre Plus (national and regional sales team);
- regional external relations managers, Employer Direct (Contact Centre);
- the recruitment and Employment Confederation; and
- Premier League football.

Once these organisations have had a presentation on the code, they are then asked to cascade this information to employers within their networks.

Feedback on the usage of the code, as well as examples of good practice, will also be obtained from employers within these networks.

A summary guide has also been produced, explaining the purpose and main points of the code. Both the summary guide and the code of practice can be downloaded free of charge from the CRE's website at: www.cre.gov.uk

To date, over 37,000 copies of the code have been downloaded.

CRE and small and medium enterprises

Small and medium enterprises (SMEs) account for over half of employment and turnover in the private sector. There are over 250,000 ethnic minority-owned businesses in the UK, contributing at least £15 billion to the economy each year.[10]

The CRE's Private Sector Directorate (PSD), as part of its commitment to raise the profile of racial equality issues and improve business practice within the private sector, has been working to create a model for engagement with SMEs. This has formed an important part of its legacy work for the new Commission for Equality and Human Rights.

The PSD has been involved in engaging key stakeholders and partners, such as the Small Business Service and the Federation of Small Businesses, on new research and developments in race equality and the impact this may have on SMEs. Further, the PSD seeks to improve its knowledge of SMEs in order to improve race equality.

In February 2007, the DWP hosted an Ethnic Minority Business Workshop in conjunction with the Economic and Social Research Council, the East Midlands Development Agency and the Small Business Service. The workshop presented the findings of research papers, drawing together current research activity on ethnic minority businesses. The aim of the workshop was to identify what further research is needed to help inform and influence policy formulation on ethnic minority businesses.

The Department for Work and Pensions and faith-based organisations

DWP has many links with faith communities which are:

- delivery partners of programmes;
- members of consultative groups; and
- those that DWP focuses its programmes on because of the disadvantage that such communities suffer in the labour market.

There are over 22,000 religious charities working in England and Wales, which have access to communities and places of worship, where people meet and seek advice, that the DWP's mainstream services cannot match.

All contracts are awarded through competitive tender, and performance is monitored. All contractors are subject to the same conditions.

At a recent seminar with representatives from the major faiths, Jim Murphy MP, then Minister of State for Employment and Welfare Reform, announced that DWP's procurement function would enhance the team that deals with the third sector (voluntary or not-for-profit groups) and small organisations that cover the needs of faith-based groups.

Invest to Save

The Treasury-led Invest to Save budget promotes innovative and cost-effective pilot projects that deliver potentially high-risk, three-year programmes. Private and voluntary sector partnerships deliver these pilot projects and provide 25 per cent of the funding.

Of the three Invest to Save Budget[11] Round 7 pilots that DWP sponsors, addressing ethnic minority employment, two are led by faith-based organisations (one Christian, one Muslim) and the most successful partner in the third pilot is a multi-faith organisation set up after the 11 September 2001 attacks to improve inter-faith working.

All three projects are performing well and are helping some of the most disadvantaged people, while working with employers to dispel racial and religious stereotypes.

Further work by the Commission for Racial Equality

The Private Sector Directorate (PSD) in the CRE promotes supplier diversity initiatives to purchasing organisations in the public, private and voluntary sectors to help increase positive and tangible race equality outcomes.

The CRE also encourages regional development agencies, enterprise agencies and other business support organisations to equip ethnic minority businesses with the tools to compete effectively for supply contracts from large purchasing organisations.

To this end, the PSD commissioned Supplier Diversity: A guide for purchasing organisations, which was produced by the Centre for Research in Ethnic Minority Entrepreneurship (CREME). The guide is targeted at educating and assisting large purchasing organisations which are looking to diversify their suppliers to include ethnic minority businesses. A summary leaflet will be available for distribution and a full electronic version will be available to download online in the next few months.

The Race for the Professional

As part of its dedication to embedding racial equality in the workplace and encouraging the private sector to play its full part in the promotion of integration in the workplace, the PSD engages with selected industries and businesses to promote a racial equality focus in corporate responsibility policies and programmes.

The PSD established a strategic network of professional associations, the Race for the Professional, in May 2006. This network aims to help the professions prosper by:

- promoting race equality;
- diversifying their membership; and
- attracting the best talent.

These activities ultimately enable us to influence business processes in promoting race equality.

The key challenges ahead for the labour market

Government's priorities in support of the Ethnic Minority Employment Task Force over the next 12 months will be to:

- **work with employers to improve outcomes for ethnic minorities in the workplace.** We will work through the Task Force focus groups on employer engagement and procurement in order to put in place work programmes to deliver job outcomes in these areas and to continue the positive upward trend in employment rates for all ethnic minority

11 The Invest to Save Budget (ISB) initiative provides support for projects that involve joined-up public bodies working together to deliver services that are innovative, responsive to local needs and more efficient. The ISB is designed to: address gaps in the provision of public services; increase joint working across government; spread innovative ways of delivering public services; and improve the efficiency, quality and effectiveness of services delivered to the public. Contact details for the ISB team can be found on the 'Projects' page of the ISB website at: www.isb.gov.uk

groups, by working better with employers to promote workplace equality measures. The focus groups will push forward specific projects, as well as trying to influence wider policy. They will report progress to the ministerial Task Force;

- **work with City Strategy Pathfinders** to establish innovative ways to support ethnic minority people into employment. The Pathfinders submitted their delivery plans at the end of May 2007 and we are continuing to influence them. Several of the Pathfinders are in areas with diverse populations and we are seeking to ensure that the pathfinders are putting in place measures to raise the employment of ethnic minority groups in their areas;
- **work with Jobcentre Plus and other partners** to deliver improved employment outcomes for ethnic minority employment;
- **maximise benefits from the London 2012 Olympics**, particularly for communities in London who are among the most ethnically diverse in the country; and
- **develop long-term labour market opportunities** in different industry sectors.

2.3 Housing

The background to our work

Everyone should have the opportunity of living in a decent home, at a price they can afford, in a place where they want to live and work.

Communities and Local Government policy aims to provide the well-designed homes and communities that people want, including:

- a step on the housing ladder for future generations;
- quality and choice for those who rent;
- provision of high-quality, mixed, thriving and sustainable communities; and
- continuing to tackle homelessness and other acute housing problems.

Our progress during the past year

Significant progress has been made over the past year on a variety of new and existing policies and programmes at local and national levels, to improve access to decent housing in the public and private sectors for all.

Achievements during the past 12 months include:

- the publication of the Commission for Racial Equality *Code of Practice on Racial Equality in Housing*;
- the funding of 23 programmes nationally to tackle and prevent minority ethnic homelessness;
- development of the Low-Cost Home Ownership programme to further improve accessibility to home buying; and
- the publication of a discussion paper, *Tackling Overcrowding in England*, which highlighted the extent to which minority ethnic families suffer disproportionately in overcrowded conditions.

It is encouraging that rates of overcrowding and dissatisfaction among the minority ethnic populations are steadily declining. However, these rates are still significantly higher than in White households and this is not acceptable.

We are also concerned with the perceptions of discrimination that people hold with regard to accessing social housing, and the implications that these may have for building community cohesion.

FACTS

Rates of overcrowding and dissatisfaction with housing have continued to decline steadily among the minority ethnic population since 1996-97.

The greatest improvements have been among Bangladeshi and Pakistani households (although in recent years, dissatisfaction with housing has started to increase among Bangladeshis).

Between 1996 and 2004 the proportion of minority ethnic households living in non-decent homes fell from 52 per cent to 33 per cent.

Minority ethnic households are over-represented among homeless households in England, but the number of minority ethnic households accepted as homeless decreased by around 30 per cent between 2003-04 and 2005-06. The latest figures estimate that the number of minority ethnic households accepted as homeless in 2006-07 was 15,110, a reduction of just under 50 per cent since 2003-04.

Despite improvements in rates of overcrowding, between 1996-97 and 2005-06, the rate for all minority ethnic groups was consistently higher than for White households. Overcrowding rates were consistently highest for Bangladeshi households and lowest for White households (27 per cent and 2 per cent respectively in 2005-06).

Despite improvements in satisfaction with housing, minority ethnic households as a whole have had consistently higher levels of dissatisfaction than White households (13 per cent and 5 per cent respectively were dissatisfied in 2005-06).

Bangladeshi households (24 per cent) and Black African households (21 per cent) were the most dissatisfied in 2005-06, as they have been in each year since 1996-97.

In 2005-06, Bangladeshi and Black African households also had the lowest levels of owner-occupation, at 36 per cent and 24 per cent respectively. These proportions were very similar in 2004-05.

In 2001, Muslim households were less likely than other households to be owner-occupied and more likely to be in areas of multiple deprivation.

There is limited data on the housing conditions of Gypsies and Travellers, but the number of caravans on Gypsy/Traveller sites in England increased from just over 15,000 in July 2004 to well over 16,000 in July 2006.

Low-Cost Home Ownership programme

In the past year we have built on our Low-Cost Home Ownership programme to help key workers, social tenants and others priced out of the housing market into home ownership.
Our aims remain to:

- offer opportunities to those in social housing;

- aid recruitment and retention of key workers in areas where they might not otherwise be able to live; and
- increase access to home ownership for those currently priced out of the market.

Developments to the programme this year include:

- the launch of expanded Open Market HomeBuy, involving equity loans from high street lenders, which enable government grants to help twice as many prospective tenants to buy on the open market; and
- publication of the Shared Equity Task Force report, and the Government's expectation to help over 160,000 households to access home ownership through private or public shared equity schemes by 2010.

Ethnic minority households continue to benefit from low-cost home ownership schemes; approximately 15 per cent of households who received assistance in 2005-06 came from ethnic minorities.

Choice-based lettings

Our choice-based lettings (CBL) policy is a major step forward towards giving social housing tenants more control and choice over where they live. CBL schemes enable home-seekers to apply for social housing vacancies, which are widely advertised.

Some concerns were initially expressed that CBL might lead to greater segregation. The research report, *Monitoring the Longer-Term Impact of Choice-based Lettings*, was published in October 2006. The study, carried out by Heriot-Watt University and the British Market Research Bureau, found that in none of the areas examined was there any tendency towards greater spatial concentration of minority ethnic lettings under CBL than there had been previously. On the contrary, most of the case study areas had seen an increased tendency for lettings to minority ethnic households outside existing areas of concentration. Such trends were quite strong in northern cities such as Bolton, Bradford and Leeds.

Historically, ethnic minority groups have differed in terms of their spatial settlement patterns. In general, there has been a tendency for communities of South Asian origin to be particularly concentrated. In most of the case study areas, however, CBL appears to have resulted in a more dispersed pattern of lets for both Black and South Asian households.

There was also no evidence that CBL disadvantages minority ethnic communities. Landlords who introduced CBL had seen a rising proportion of their properties being let to minority ethnic households. The most consistent trends were the growing representation of Black and 'Other' households. However, it is important to bear in mind that lettings to ethnic minority households have been on the increase across the entire social housing sector since 2000.

The Ethnic Minorities Innovation Fund

Communities and Local Government awarded £3 million in June 2006 under the Ethnic Minorities Innovation Fund, which aims to:

- identify good practice; and
- support local authorities and their partners to develop innovative ways to tackle and prevent homelessness across minority ethnic populations.

Twenty-three projects were awarded funding over the two years 2006-07 and 2007-08. A range of projects are being supported across all government regions, with almost £400,000 available for the largest project and £12,000 for the smallest.

The projects span a variety of aims, including:

- helping victims of domestic violence;
- establishing a targeted resettlement service for prisoners from the Muslim community; and
- supporting 11–25-year-olds from minority ethnic communities to gain life skills so that they avoid experiencing homelessness.

Communities and Local Government will be:

- monitoring the outcomes from the projects over the two-year funding period; and
- considering how the good practice identified can inform future policy and initiatives on preventing homelessness among minority ethnic groups.

Refugees and homelessness

Communities and Local Government and the Home Office appointed a joint specialist adviser to broker agreements with the National Asylum Support Service accommodation providers.

The outcomes from the Specialist Adviser (Refugees and Housing) are:

- **introduction of a consultation framework** to ensure that asylum accommodation providers support local housing strategies and initiatives when housing asylum seekers;
- **good practice on refugee homeless prevention** promoted through regional roadshows, a national conference, and two multi-agency regional steering groups; and
- **contractual obligations:** asylum accommodation providers are contractually obliged to notify local housing authorities about all new refugees who are likely to face homelessness. This will enable local authorities to conduct early interventions into preventing refugee homelessness and housing need.

Case study: Canopy Housing Project

The Canopy Housing Project is funded through the HACT Accommodate Project (see box below). The project team has been acquiring and renovating properties for refugee families in Beeston, a neighborhood in Leeds with a lot of vacant property and a growing refugee population.

Young volunteers from disadvantaged backgrounds are working alongside refugees to refurbish properties, many of which are derelict or have been empty for over ten years.

Refugee volunteers who take up the tenancies are linked with a trading arm that Canopy is developing, so the skills they have gained can be used to find permanent jobs in the housing construction industry.

The partners are also developing a toolkit and making a film to share their experiences and promote positive images on how new and long-term resident communities can work together in reviving deprived neighborhoods.

Housing Associations Charitable Trust (HACT) Accommodate Project

Accommodate – the Refugee Housing Partnership Project – was launched in 2004. Accommodate develops and supports local partnerships, mostly in areas of dispersal, which focus on improving housing situations for refugees and act as models of best practice to others.

Case study: Bristol City Council builds Gypsy and Traveller sites – and saves money

Bristol City Council was established as a unitary authority in 1996. At that time it had no publicly-run Gypsy and Traveller sites, although the city had a long history of Gypsy residents. Bristol experienced high levels of unauthorised camping (20 or more encampments per year of up to 50 caravans each), resulting in major spending on enforcement and clean-up costs: up to £300,000 a year with an average of around £200,000 a year.

In 1998, the authority resolved to adopt a 'spend to save' policy and decided to establish a residential and transit site using its own resources – a government grant was not then available. Later that year, having identified some suitable sites, the council sought planning permission for residential and transit sites.

The transit site received planning permission and cost around £425,000 to build. After the site was built, the council's enforcement costs reduced to around £5,000 a year. This meant that with a saving of over £190,000 per year in the costs of eviction, the cost of developing the transit site has already paid for itself.

In addition, the council continued to look for alternative locations for the proposed residential site and bought suitable land in 2000. The council was awarded £1.5 million from the Communities and Local Government Gypsy and Traveller Sites Grant, and South Liberty Lane was opened in 2006.

Gypsy and Traveller accommodation policies

With regard to the monitoring of increased site provision for Gypsies and Travellers, a statutory duty to conduct accommodation needs assessments came into force on 2 January 2007. Local authorities that had not started to assess the accommodation needs of Gypsies and Travellers needed to do so from that date.

The Regional Spatial Strategy

The objective of the Regional Spatial Strategy (RSS) is to contribute to the achievement of sustainable development.

The RSS is a strategic development plan which addresses broad development issues, such as the scale and distribution of housing within a region, including site accommodation for Gypsies and Travellers, together with the provision of the infrastructure, such as transport, economic development and environmental protection.

The purpose is to provide a strategic planning context through which the sustainable development of a region can be achieved over a 15- to 20-year period, and informs:

- the preparation of local development documents;
- local transport plans;
- regional and sub-regional strategies; and
- programmes that have a bearing on land-use activities.

In February 2006, Communities and Local Government issued interim guidance on how to conduct accommodation needs assessments, setting out some key principles. The majority of local authorities have accommodation assessments completed or under way. Revised guidance is planned for 2007.

All local authorities are working to a set timetable by which to complete their assessments and to submit results to the appropriate Regional Assembly to be incorporated in the preparation of Regional Spatial Strategies.

Commission for Racial Equality Code on Housing

In October 2006, the Commission for Racial Equality published a revised statutory code of practice on racial equality in housing.

The *Code of Practice on Racial Equality in Housing* brings together the broad range of public and private services that fall within the housing sector.

This code will help housing providers and practitioners evaluate the services they provide, to ensure the eradication of unlawful discrimination and help them in working to recognise, embrace and celebrate ethnic, cultural and religious diversity.

Respect Standard for Housing Management

Targeted at social landlords delivering an effective response to anti-social behaviour and building stronger communities, Communities and Local Government launched the *Respect Standard for Housing Management* in August 2006, which outlines core components in delivering this agenda, including:

- accountability;
- leadership;
- giving greater empowerment to residents; and
- supporting community efforts at tackling anti-social behaviour.

A key strand running through the *Respect Standard* is the importance of promoting diversity through anti-social behaviour policies and procedures, as well as highlighting the need to take swift action against incidents of racially-motivated behaviour.

We are now encouraging social landlords to sign up to the standard, signalling their commitment to help create and sustain those places where anti-social behaviour and disrespect for people are tackled.

This is reinforced by the revision of the Audit Commission's Housing Inspection Key Line of Inquiry 6 on Tenancy and Estate Management, which became operational in February 2007 and covers:

- tenancy management;
- estate management;
- void property management;
- enforcing tenancy conditions and dealing with anti-social behaviour (through prevention, early intervention, support and enforcement);
- access, customer care and user focus;
- diversity; and
- value for money.

We are also developing a toolkit for local performance monitoring in co-operation with HouseMark, the body that works with landlords to improve performance and efficiency in social housing.

Private rented sector

Private landlords need to be aware of the legislation and codes of practice concerning discrimination on grounds of disability, race, gender, or sexual orientation.

In 2006, the Disability Rights Commission published a Statutory Code of Practice on *Rights of Access: services to the public, public authority functions, private clubs and premises*. This reflected changes made by the Disability Discrimination Act 2005 that were particularly directed at private landlords, including:

- discrimination in relation to premises;

- the duty not to treat a disabled person less favourably in relation to premises; and
- the duty to make reasonable adjustments in relation to premises.

Adjustments to common areas of flats still raise difficult leasehold issues.

The Gender Directive

In 2006, consideration was given in relation to the Gender Directive 2004/119/EC, to matters relating to private renting.

We have sought to preserve scope for private resident landlords to choose who they live with as lodgers, particularly with regard to cultural, religious, gender or sexual orientation differences.

Mixed communities

Communities and Local Government's strategy on mixed communities seeks, in particular, to tackle disadvantage and create sustainable communities. This approach aims to bring together the economic, social and physical aspects of renewal and development in an integrated manner to provide high-quality homes for all in mixed-income, mixed-tenure communities.

Underpinning this approach is a combination of innovative financing, effective neighbourhood management, and high-quality public services to attract and retain residents and prevent social and economic segregation in the new developments.

Communities and Local Government is working with a selection of potential areas to develop large-scale proposals for their redevelopment into a more mixed community.

Promoting cohesion through changes to the tenure, local population mix and better resident engagement are essential elements of each local project and will be critical to reducing social divisions.

We are working with 12 demonstration projects:

- Manchester (Harpurhey);
- Newham (Canning Town);
- Coventry NDC;
- Redcar and Cleveland (Grangetown and South Bank);
- Sheffield (Burngreave);
- Knowsley (North Huyton);
- Leeds (Gipton);
- Bradford (Manningham);
- Bristol (Knowle West);
- Leicester (Braunstone);
- Thanet (Central Margate); and
- Hackney (Woodberry Down).

Decent homes

Communities and Local Government's strategy seeks to bring all social housing into a decent condition.

By 2010, the vast majority of social housing will have been made decent. Around 3.6 million homes, including 430,000 minority ethnic households, will benefit.

Where councils are doing major work to transform whole estates and communities, or where spreading the work out over a longer period of time would deliver better value for money, councils may make a case to Communities and Local Government for renegotiating the 2010 deadline.

Inequalities decreasing in non-decent homes

In 2004, 33 per cent of minority ethnic households were living in non-decent homes compared to 28 per cent of White households. This disparity is largely due to housing conditions in the private sector. There is little difference in the conditions of minority ethnic and White households in social sector housing.

The gap in the percentage of minority ethnic households and White households living in non-decent homes has narrowed from nine per cent in 1996 to five per cent in 2004. This suggests that inequalities for minority ethnic groups are decreasing.

Vulnerable households

We also want to increase the proportion of vulnerable households[12] in decent homes within the private housing sector from 57 per cent to 70 per cent by 2010.

We have increased the proportion of vulnerable households in the private sector who live in decent homes from 43 per cent in 1996 to 66 per cent in 2004 and are now ahead of our target for the private sector.

Overcrowding

In July 2006, we published a discussion paper *Tackling Overcrowding in England* which examined the case for amending the current statutory standards. We highlighted the extent to which minority ethnic families often suffer disproportionately in overcrowded conditions when compared with the rest of the population.

Aware of a need to redress the imbalance in the way overcrowding is experienced by different racial groups, we also invited Black and minority ethnic housing groups to attend a seminar examining what the implications would be if the statutory standards were raised. Their views should help inform proposals for a formal consultation on overcrowding, part of which will

assess the impact of changes in overcrowding policy on such groups.

We have also been working with the Mayor of London and the London Councils to develop a detailed baseline for overcrowding, to examine where it is most concentrated within the capital and which groups (notably Black and minority ethnic households) are most at risk.

The key challenges ahead for housing

Affordability and the choice and type of property available continue to be key challenges.

We are committed to helping more social tenants into home ownership where this is affordable and sustainable. Black and minority ethnic groups will be likely to benefit from the proposals, as recent research shows that a higher proportion of minority ethnic groups are living in social rented accommodation.

The *Report of the Shared Equity Task Force*, published in December 2006, announced that the Government would launch a competition in 2007 to encourage new and existing lenders to join a shared equity scheme in 2008-11 to develop the private sector market. The pre-qualification stage of the competition was launched on 6 June and is open to a wide range of proposals. As part of this, we are seeking to develop an affordable and sustainable equity loan for households, including social tenants, who are only able to purchase around a 50–70 per cent share in a home selected on the open market.

We want to see a good mix of tenures on new developments. Communities and Local Government has strongly encouraged local authorities to make the best possible use of planning obligations and other tools to improve delivery. In addition, the Housing Corporation only funds new affordable housing on sites subject to planning obligations which integrate different

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12 Vulnerable households are those that receive at least one of the principal means-tested or disability-related benefits.

tenures in a single-site design following mixed-communities principles.

Perceptions of discrimination

According to the Citizenship Survey, 21 per cent of White respondents feel that they would be treated worse by a local housing authority or a registered social landlord than by people of other races. This is in comparison to 13 per cent of Black and minority ethnic respondents (rising to 18 per cent of those with direct experience of housing services).

These figures reflect the perceptions that many people have about the allocation of social housing. However, allocations policies do not discriminate on the grounds of race or ethnicity. Priority for social housing is based solely on housing need, with 'reasonable preference' given to those who are homeless, living in overcrowded accommodation, or who have specific medical, welfare and disability grounds.

The underlying issue is scarcity of supply. As there is less housing available than there is demand, there is greater scope for unhappiness about how the allocations system works. Government housing policy is addressing the situation by increasing supply, including that of affordable and social housing, but we appreciate that this policy will not have an immediate impact, and that it will take time to build public trust in the system.

Emotive housing issues are often exploited by the far right. It is important that social housing providers communicate with the public about the allocation of social housing. Transparency is the key and it is crucial that housing providers are clear and open as to how their system works, and can provide information about the reasons for their allocations.

It is essential that all communities are treated fairly, and are seen to be treated fairly, in all public services. We want everyone to live in decent homes and enjoy a good quality of life.

Gypsy/Roma and Traveller communities

We will continue to ensure that local authorities maintain their focus on identifying the accommodation needs of the Gypsy/Roma and Traveller communities and develop strategies to meet this need. We will maintain momentum on take-up of Gypsy/Roma and Traveller site grants and particularly encourage local authorities and registered social landlords to submit schemes for the development of new sites.

We will work closely with our stakeholders to support these processes with good practice guidance. We will also be working with the Improvement and Development Agency (IDeA), and others, to identify capacity building projects to help develop the skills of local authorities as local community leaders and ensure that stakeholders have a better understanding of and engage more effectively with the Gypsy/Roma and Traveller site planning processes.

2.4 Health

Background to our work

The Government is continuing to reform the whole system of health and social care towards services that are led by patients and service users and responsive to individual needs.

As the NHS moves from being a provider-driven service to a commissioning-driven service, we are aiming to secure a far more diverse range of high-quality services that reflect patient choices. Social care services have also changed to better support people in being independent and give them more choice and control. These reforms will enable us to achieve our goal of promoting health improvement for all sections of the community and reducing health inequalities.

The Improving Opportunity, Strengthening Society Strategy showed that many minority ethnic people experienced significant inequalities in health outcomes and explained that our actions to

reduce these inequalities are an integral part of our national drive to improve health and well-being.

In our first progress report on Improving Opportunity, Strengthening Society, we highlighted the goal within the White Paper Our Health, Our Care, Our Say to do more to tackle inequalities and improve access to community services, including culturally appropriate services for minority ethnic communities. In October 2006, we published Our Health, Our Care, Our Say: Making it Happen setting out the next stages for delivering these goals. This included a commitment that, as the proposals in the White Paper are developed and implemented, we will assess the effect that changes in the delivery of services will have on Black and minority ethnic groups.

Health inequalities among minority ethnic communities

Although there is considerable variation between and within different Black and minority ethnic groups, in terms of health status, disease patterns and health behaviours, a number of studies have shown that there are significant health inequalities among some minority ethnic groups.

Many people from Black and minority ethnic communities also experience other social conditions, such as poverty, poor housing and unemployment, which interact with health inequality and make it difficult to lead healthier lives.

Last year we reported on the findings of the 2004 *Health Survey for England*. This was the most extensive survey on the health of minority ethnic groups ever carried out in England, and it found that Bangladeshi and Pakistani men and women and Black Caribbean women were particularly likely to report bad or very bad health, while Chinese women were the only minority ethnic group less likely to report bad or very bad health than the general population.

Spearhead Group

In order to support the Government's priority of tackling health inequalities, we have made a commitment to narrow the gap in health outcomes in one-fifth of the areas with the worst health and deprivation indicators – the Spearhead Group – compared to the average for England.

This commitment was underlined when health inequalities was made a priority in the NHS Operating Framework for 2006-07 and 2007-08, and a mandatory indicator within Local Area Agreements from April 2007. Following the reconfiguration of primary care trusts announced in May 2006, the Spearhead Group now covers 62 primary care trusts that map to the 70 local Authority areas in the Spearhead Group.

The Spearhead Group areas contain nearly half (44 per cent) of the entire Black and minority ethnic population of England, compared to just over 28 per cent of the total population of England. It also contains 53 per cent of the Muslim population, which is particularly relevant given that Muslim people have the highest levels of ill-health, once the age structures of the different faith groups have been taken into account. Action to tackle inequalities in the Spearhead Group, such as improvements to the quality and quantity of primary care has the potential, therefore, to have a particularly beneficial effect on the health of Black and minority ethnic groups in England.

Infant mortality

A national health inequalities target has been set which includes an infant mortality aspect as part

FACTS

In many cases, minority ethnic communities suffer disproportionately from certain health conditions.

Heart disease: South Asians experience significantly higher rates of coronary heart disease, with Pakistani men in particular being twice as likely as men in the general population to report this condition.[13] There is also evidence of higher rates of heart disease among Irish men and women.

Diabetes: The prevalence of diabetes among South Asians can be up to five times that of the general population. Rates of diabetes among Black Caribbeans is also higher than the general population.[14]

Smoking: Smoking rates are higher among Bangladeshi men (40 per cent), Pakistani men (29 per cent) and White Irish men (30 per cent) compared to 24 per cent of the general population. Indian men and Black African, South Asian and Chinese women all have lower smoking rates than the general population.[15]

Mental health: The 2006 national 'Count Me In' census of mental health inpatients showed that Black people and Mixed White/Black people have significantly higher than average admission rates and are more likely to be compulsorily admitted under the Mental Health Act 1983.[16] Admission rates were also higher for White Irish people and lower than average among the White British, Indian and Chinese groups.

Learning disabilities: The 2006 'Count Me In' census also collected information on inpatients with learning disabilities and found that admission rates were two to three times higher than average for Black Caribbean, Mixed White/Black Caribbean and Other Black groups and lower than average among the South Asian, Other Asian, Other White and Chinese groups.

Gypsy/Roma and Traveller communities: There is also evidence of poor access to healthcare and dental services and a higher incidence of respiratory problems compared with the general population, including asthma (65 per cent compared with 40 per cent) and bronchitis (41 per cent compared with 10 per cent). There is also evidence of higher rates of miscarriages and infant mortality.[5]

of a wider approach. This target includes a commitment by 2010 to reduce the gap in infant mortality by at least 10 per cent between the routine and manual work group and the population as a whole.

The health inequalities target on infant mortality has a strong focus on Black and minority ethnic groups. The February 2007 review of the Government's PSA target on infant mortality

highlights the much higher infant mortality rates among some Black and minority ethnic populations.

For example, the infant mortality rate for babies of mothers born in Pakistan was 10.2 per 1,000 live births in 2002-04, double the overall infant mortality rate (4.9 per 1,000 live births), and for babies of mothers born in the Caribbean the rate was 8.3 per 1,000 live births. It has not been

13 *The Health of Minority Ethnic Groups*, *Health Survey for England*, 2004, National Statistics
14 *The Health of Minority Ethnic Groups*, *Health Survey for England*, 2004, National Statistics
15 *The Health of Minority Ethnic Groups*, *Health Survey for England*, 2004, National Statistics
16 *Count Me In*, Healthcare Commission, 2007
17 *The Health Status of Gypsies and Travellers in England:* Glenys, Parry, Patrice Van Cleemput, Jean Peters, Julia Moore, Stephen Walters, Kate Thomas and Cindy Cooper 2004 University of Sheffield

possible to provide analyses of infant mortality by ethnic origin, as this information is not collected at birth or death registration. So the results quoted relate to the mother's country of birth, which is collected at birth registration, and is used as a proxy for ethnic origin.

Our progress during the past year

A key area of concern for race equality in healthcare has been mental health services, where Black people are significantly more likely than others to be admitted to psychiatric hospital and to be compulsorily detained under the Mental Health Act 1983.

In Improving Opportunity, Strengthening Society we reported the January 2005 launch of *Delivering Race Equality in Mental Health Care* by the Department of Health, which includes as a core element the completion of an annual census of mental health inpatients.

The 'Count Me In' mental health and ethnicity census

The 'Count Me In' census was first taken in 2005 and has since been repeated in March 2006 and March 2007.

The census is a joint initiative by the Healthcare Commission, the Mental Health Act Commission and the National Institute for Mental Health in England. The census aims to provide accurate figures on the numbers of inpatients in mental health and learning disability services in England and Wales on one day and to encourage service providers to collect and monitor data on the ethnic groups of patients.

Results from the 2006 census (conducted on March 31 2006) are now available. The census gathered information on more than 32,000 inpatients in mental health services and more than 4,600 inpatients in learning disability services.

The first census, in 2005, involved only mental health services; in 2006 the census also included the learning disability sector. The census showed that admission rates were more than three times higher than average for Black Caribbean, Mixed White/Black Caribbean and Other Black groups and lower than average among the South Asian, Other Asian, Other White and Chinese groups.

For mental health, the 2006 census results are broadly similar to the 2005 census results. However, these figures describe the situation almost a year ago, and between them the 2005 and 2006 censuses reflect only Year One of the Delivering Race Equality five-year plan.

The key findings in the mental health sector showed that:

- admission rates were three or more times higher than average in the Black and White/Black Mixed groups and even higher among the Other Black group;
- Black and White/Black Mixed groups were significantly more likely than average to be admitted to hospital via the criminal justice system (under the Mental Health Act 1983), and less likely to be admitted via community mental health services;
- men from the White Irish and Mixed White/Black Caribbean groups had seclusion rates of almost double the average. There was improvement in the rate of seclusion in Black Caribbean and Black African groups as well as the Indian and Other Mixed group, compared with the 2005 census; and
- 30 per cent of patients had been in hospital for one year or more. This means that almost one-third of patients surveyed in 2006 were also surveyed in 2005. In the Black Caribbean group, 40 per cent of patients had been in hospital for over a year.

Case study: Launch of *Many Rivers to Cross – The History of the Caribbean Contribution to the NHS*

In April 2007 the Minister of State for Health Services and the Permanent Secretary of the Department of Health launched *Many Rivers to Cross – The History of the Caribbean Contribution to the NHS*.

This book tells the stories of people from the Caribbean who mainly joined the NHS between 1948 and 1969. The book has two main purposes, to:

- celebrate the contribution of Caribbean people to the NHS, at different levels and in different locations; and
- attract young Black and minority ethnic people to a career in the NHS.

The launch of the book formed part of the Government programme to mark the bicentenary of the abolition of the slave trade. Staff from the Caribbean made an invaluable contribution to the establishment of the NHS, and the book enabled them to share experiences of the formative stages of the NHS's development.

Many of those staff were present at the launch to recount their struggles and their successes, which was also attended by the Deputy Prime Minister and the High Commissioner of Barbados.

The launch also served to underscore the Government's commitment to equality and diversity in the NHS, including increasing minority ethnic representation at senior levels within the health service.

In taking forward this commitment, the NHS Institute for Innovation and Improvement is establishing a new phase of the Breaking Through Programme offering an innovative range of development opportunities to support the progression of minority ethnic leaders within the NHS.

Key findings in the learning disability sector show that:

- 11 per cent of inpatients with a learning disability were of Black and minority ethnic origin – lower than the 20 per cent for mental health inpatients;
- rates of admission were lower than average among the South Asian, Other Asian, Other White and Chinese groups, and two to three times higher than average in the Black Caribbean, Mixed White/Black Caribbean and Other Black groups;
- unlike with mental health inpatients, no ethnic differences were observed for those detained on admission under the Mental Health Act 1983;
- rates of referral by carers were double the average among the White Irish, Other White and Black Caribbean groups;
- 35 per cent of inpatients were detained under the Mental Health Act on admission. Unlike the mental health inpatients, no ethnic differences were observed for detention rates among inpatients with learning disabilities.

In response to concerns about the higher rates of admission to hospital under the Mental Health Act for Black and White/Black Mixed groups, the Department of Health published its Race Equality Impact Assessment of the new Mental Health Bill in November 2006 and has subsequently established a new ministerial advisory group on race equality in mental health care.

Delivering race equality (DRE) in mental health care

The Department of Health action plan for delivering race equality (DRE) in mental health care is now two years into its five-year life span. Activity over the last year includes the following:

- 'Positive Steps', new web-based guidance that sets out some of the key mental health issues and cultural needs for different minority ethnic groups, and includes lists of useful contacts and resources. It also describes some of the

Case study: OneBlood campaign

NHS Blood and Transplant is leading a long-term strategy to attract more people from Black and minority ethnic communities to give blood through the OneBlood campaign.

Before embarking on the OneBlood campaign, some strategic development research was commissioned among Black and minority ethnic communities to explore:

* attitudes towards giving blood;
* barriers to donating blood;
* drivers that would encourage blood donation; and
* preferred communication channels.

A number of barriers to donation were identified. The OneBlood campaign is addressing these barriers by:

* raising awareness of the importance and relevance of blood donation;
* encouraging individual and community ownership of the issue;
* tackling religious objections and myths; and
* encouraging blood donation.

Although all regions participated in the OneBlood initiative, the campaign strategy involves a particular focus on an extensive targeted outreach programme in London and the West Midlands, building partnerships with community and faith organisations.

Key campaign achievements to date include:

* widespread media coverage for the 'Are you my Type?' advertising campaign, particularly within Black and minority ethnic media;
* sponsorship of community-based initiatives such as the African Caribbean Leukaemia Trust blood and bone marrow donation campaign;
* blood donation sessions in Black and minority ethnic community venues across the country, including mosques, temples, gudwaras, churches and community centres; and
* recruitment to the donor register from community events and festivals, including Asian melas and local carnivals.

The OneBlood campaign is sowing the seeds for a beneficial and long-term partnership approach with community organisations, empowering National Blood Service staff who may not be familiar with the different cultural nuances, while raising awareness and challenging some of the prevailing attitudes and perceptions.

The table below shows the growth in the proportion of donors donating from Black and minority ethnic communities as a result of the OneBlood campaign.

Ethnicity	2001-02	2002-03	2003-04	2004-05	2005-06
White	98.90%	98.60%	98.20%	97.90%	97.70%
Mixed	0.37%	0.45%	0.53%	0.59%	0.63%
Asian	0.32%	0.50%	0.70%	0.86%	0.94%
Black	0.26%	0.30%	0.36%	0.37%	0.41%
Chinese	0.07%	0.10%	0.14%	0.16%	0.17%
Other	0.07%	0.09%	0.11%	0.13%	0.17%

excellent work being done for others to draw on. The Positive Steps site will grow as DRE progresses and we learn more.

- DRE in Mental Health Care, the new National Institute for Mental Health in England (NIMHE) DRE website, which aims to highlight and spread the learning from Focused Implementation Sites, is now up and running as part of the overall DRE Project Plan. The Focused Implementation Sites facilitate and guide change in minority ethnic healthcare by helping to identify and spread good ideas and practice. They vary considerably in size and demography, from the major urban areas to smaller rural areas. The website can be found at: www.nimhe.csip.org.uk/our-work/-black—minority-ethnic-mental-health.html

- The David Bennett inquiry recommended that mental health staff should receive training in cultural awareness. New training modules in cultural competence have been piloted successfully and are now available.

- Recruitment of community development workers to work with and support communities including the minority ethnic voluntary sector, maximise the benefits of closer working arrangements, and ensure that the views of the minority communities are taken into account by the statutory sector during planning and delivery of services. By December 2006 about 160 were in post. The aim is to meet the target of 500 posts by the end of 2007.

- Eighty community engagement projects in primary care trusts will help to build capacity in the non-statutory sector and will work to build partnerships between the non-statutory and statutory sectors. Forty projects are already in place and 40 new projects are being commissioned. The final groups of these 80 projects will start in spring 2007.

Smoking

Smoking continues to be the single greatest cause of preventable illness and premature death in the UK and is one of the main determining factors of health inequalities. A key strand of the Government's Tobacco Control Strategy is continuing media campaigns and education aimed at the whole population to help reduce smoking and the use of chewing tobacco across all populations as well as to reduce tobacco use in deprived communities.

The 2004 *Health Survey for England* found disproportionately high rates of tobacco use among Bangladeshi and Irish men.

The smokefree provisions in the Health Act 2006 now mean virtually all public places and workplaces will be smokefree and will reduce everyone's exposure to the harmful effects of second-hand smoke. The smokefree provisions came into force on 1 July 2007.

The Act will affect all groups equally, although the Government recognises that different cultures use tobacco differently, such as the smoking of waterpipes in shisha bars. But the health benefits of smokefree enclosed public places and workplaces will outweigh any minor disbenefits, and will particularly benefit the health of communities in deprived areas. The Government will work closely with all communities to deliver smokefree environments and will ensure NHS Stop Smoking Services are meeting the needs of their local communities.

As a result, the Government's tobacco campaign continues to specifically target South Asian communities, including the Asian Tobacco Helpline, providing practical advice in community languages on how to give up smoking, including chewing or smoking bidi or smoking the hookah/shisha or tobacco in paan, and guidance on nicotine replacement therapy. There is also a specific campaign to target Muslims before and during Ramadan.

Blood, bone marrow and organ donors

NHS Blood and Transplant is leading a long-term strategy to attract more people from minority ethnic communities to give blood and join the British Bone Marrow Registry (BBMR). A key element of this strategy is the OneBlood campaign (see case study on p45).

British Bone Marrow Register

NHS Blood and Transplant manages the British Bone Marrow Register and has focused campaign activity on increasing representation of minority ethnic donors. This work has succeeded in increasing the percentage of minority ethnic prospective donors from 3.7 per cent of new prospects in 2003-04 to 5.7 per cent in 2004-05 and 7.5 per cent in 2005-06.

Proactive marketing to minority ethnic communities has continued and these groups' recruitment to the register has reached the highest ever levels, with 290 potential minority ethnic donors being recruited in the month of October 2006 alone.

Race for Health

The Race for Health programme enables PCTs to make health services in their areas significantly fairer for minority ethnic communities.

The programme supports a network of 15 PCTs around the country, working in partnership with local Black and minority ethnic communities to:

- improve health;
- modernise services;
- increase choice; and
- create greater diversity within the NHS workforce.

Case study: *Ramadan Health Guide*

As part of our commitment to addressing the health inequalities experienced by Pakistani, Bangladeshi and other Muslim communities, the Department of Health commissioned Communities in Action to produce a *Ramadan Health and Spirituality Guide*.

The guide was written with the help of GPs, nutritionists, health practitioners and Muslim scholars and provide information and advice on how to get the best possible health gain during the Muslim fast and avoid potential health complications.

Launched in September 2006, the guide was distributed to GPs' surgeries in areas with large Muslim populations and to 350 mosques across England. It was accompanied by a poster campaign to publicise the booklet and advise people to get a pre-Ramadan health check from GPs where appropriate. An A4 leaflet was also produced as an aide-memoire for GPs, with information on the issues surrounding fasting.

The booklet, poster and leaflet were launched at Tower Hamlets Primary Care Trust on the day before Ramadan started. Islam Channel and Channel S covered the event and it was broadcast on Islam Channel's news that evening. Interviews were also included on the Channel S *Health Show* programme.
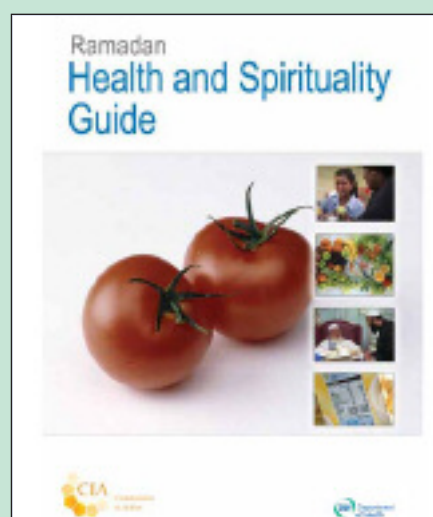
Case study: Mosaic – Promoting Race Equality in Procurement

The Mosaic project was established in partnership with South East London Strategic Health Authority and, following NHS reorganisation, is now based within Guy's and St Thomas' NHS Foundation Trust.

Mosaic works with NHS organisations and NHS prime or first-tier suppliers to promote race equality in procurement; and the use of small and medium-sized enterprises, minority ethnic suppliers particularly, as a means of promoting race equality.

The Mosaic membership includes:

- **NHS Purchasing and Supplies Agency;**
- **Bradford Teaching Hospitals NHS Foundation Trust;**
- **Manchester PCT;**
- **Cornwall Partnership NHS Trust;**
- **King's College Hospital NHS Trust;**
- **St George's Hospital NHS Trust;**
- **South London and Maudsley Mental Health Trust (SLAM);**
- **Healthcare Purchasing Consortium; and**
- **Guy's and St Thomas' NHS Foundation Trust.**

For more information please visit: www.mosaic.nhs.uk

Through community engagement and leadership, it aims to make significant improvements in delivering race equality in:

- **the workforce**, from recruitment to retention and promotion, and developing a more representative workforce at senior levels within the NHS;
- **commissioning**, including the planning, designing and buying-in of services and products; and
- **service improvements**, making significant progress in tackling the real inequalities in the access, experience and health outcomes experienced by Black and minority ethnic people.

The overarching theme for Race for Health during 2006-07 was 'commissioning, community and cohesion'.

Race for Health National Conference

The Race for Health National Conference in November 2006 involved working in partnership with the King's Fund on the business case for race equality and with the Institute for Community Cohesion on the challenges and rewards for the NHS in promoting community cohesion.

The conference also explored why race equality is vital to healthcare commissioning and was preceded by the launch of the Race for Health *Towards Race Equality in Health*: *Guide to Policy and Good Practice for Commissioning Services*.

Series of seminars

Race for Health has continued to disseminate good practice information and in 2006 ran a series of seminars on a range of issues including:

- equality impact assessment;
- building a culturally competent workforce;
- exploring the rationale behind and practical implications of data collection; and
- informed commissioning in relation to race equality.

Member PCTs have carried out focused work to ensure full compliance with legislative duties on equality. They continue to host regular peer review visits to examine the wider work on race equality that has been delivered locally to take forward the Race for Health vision of an NHS in which the health needs of minority ethnic people drive the health services that they receive.

Race for Health will continue to highlight examples of good practice across the NHS. Please visit www.raceforhealth.org for more information.

Engaging with faith communities

The Department of Health (DH) is aware of the diverse health needs within communities and the key role played by faith organisations in supporting the NHS and social care organisations to improve the health and well-being of local people.

DH maintains close contact with a multi-faith group, which was independently formed by, and is made up of, representatives from a wide range of faith communities, as part of our commitment to a multi-faith approach to NHS chaplaincy.

DH continues to engage faith communities in public health campaigns. For example, recognising that Ramadan provides an opportunity for culturally specific promotion of DH's public health agenda among a key target group, it commissioned a *Ramadan Health and Spirituality Guide* which was launched at Tower Hamlets PCT in September 2006.

DH also commissioned two workshops aimed at strengthening faith and minority ethnic groups' capacity to deliver health and social services and promoting greater access to DH's third sector grants programme, known as the Section 64 Grants Scheme.

Pacesetters programme

In November 2006, DH launched Pacesetters, a three-year programme which aims to deliver equality and diversity improvements and innovations resulting in:

- patient and service user involvement in the design and delivery of services;
- reduced health inequalities for patients and service users, particularly minority ethnic and Gypsy/Roma and Traveller communities; and
- working environments that are fair and free of discrimination.

The following strategic health authorities (SHAs) are participating in the Pacesetters programme:

- West Midlands;
- East Midlands;
- London;
- South West;
- South East Coast; and
- Yorkshire and the Humber.

The aims of the programme are to test innovative approaches that reduce health inequalities for communities subject to disadvantage and embed equality and diversity into all NHS activities.

Each SHA and its three participating trusts will be working on a range of local and core issues. The core elements of the programme cover workforce and patient care issues.

Each participating trust will actively work on three key local issues with a patient focus. The three local issues are determined through:

- a baseline health inequalities audit;
- local evidence; and
- meaningful consultation with the local community, patients and service users.

Each Pacesetter site is working to:

- apply service improvement methods to test and implement learning and good practice; and
- evaluate which innovations and learning can be spread to other settings and locations.

The long-term aim is to spread effective learning and change across the NHS.

The key challenges ahead for health

Improving race equality impact assessments

Although we have a detailed programme of work to take forward race equality in health and social care, the Commission for Racial Equality (CRE) informed DH that it is minded to formally investigate DH's performance in meeting its statutory duties on race equality, particularly in conducting race equality impact assessments.

In response, DH has introduced a much firmer focus on compliance with race equality duties and has developed a detailed action plan addressing the CRE's concerns.

We are taking forward a range of measures to improve our performance in conducting and publishing race equality impact assessments and are in discussion with the CRE about how best to take this forward.

Improving ethnicity data

One area where the CRE has challenged DH is on the need to improve ethnicity monitoring within the health service. DH made a commitment in the strategy Improving Opportunity, Strengthening Society to improve the quality of ethnicity data on minority ethnic patients and users in the health service.

In July 2005 we published guidance on ethnicity monitoring of NHS patients and social care users, confirming the use of Office of National Statistics codes for ethnic groups as the NHS standard and including standard forms and explanatory leaflets for use when a patient attends surgery or hospital.

In the autumn of 2007 we will be publishing revised guidance that will update, strengthen and widen previous guidance including best practice examples. It will apply to hospitals (where the collection of ethnicity data is mandatory), to community health settings and to social care.

The new single electronic patient record will also include ethnicity information for hospital inpatients, and performance on ethnic monitoring has been built into the Quality Outcomes Framework for GPs.

Equality Monitoring Group

In addition, DH has established a high-level Equality Monitoring Group. This group is taking stock of current equality data and looking at ways in which it can be improved to help the NHS and social care (and indeed DH itself) to meet public sector duties under equality legislation.

The Department of Health is adopting a more joined-up approach to equalities and will publish its new Single Equality Scheme in June 2007, setting out how the department will take forward action on discrimination on the grounds of race, religion and belief, disability, gender, age, sexual orientation and gender identity.

The Department of Health has produced a useful guide to help the many NHS organisations that have various duties, as public authorities, to comply with the anti-discrimination legislation.

Targeted at health and social care professionals, the online guide called '10 Steps to Your SES: A Guide to a Single Equality Scheme' goes through the easy-to-follow stages (see below) that are necessary to develop a generic approach to the common activities associated with the various duties.

Ten NHS trusts have been selected as 'learning sites' to pilot this approach and pull it together in the form of a Single Equality Scheme as set out below:

Ten steps to your Single Equality Scheme

1. responsibilities and accountability
2. gathering information
3. identifying differences and common activities
4. intelligence and analysis
5. involvement and consultation
6. equality impact assessments
7. action plans
8. disseminating information
9. monitoring and reviewing
10. finalising your Single Equality Scheme

You can find out more at: www.dh.gov.uk

2.5 The criminal justice system

The background to our work

The Government is committed to a criminal justice system (CJS) that is fair, and that can demonstrate that it is fair, to everyone in our society. To this end, we are working to deliver *Improving Opportunity, Strengthening Society*, and to implement the recommendations of the CRE (see below).

We have continued to make good progress over the past year. However, we are aware that people from minority ethnic communities can have different perspectives and experiences of the different stages within the CJS – whether this is being stopped and searched, as suspects, defendants, convicted offenders or as witnesses or victims of crime.

As a result, people from minority ethnic communities tend to be less confident in the CJS as a whole, and this year we have continued to work at further closing this confidence gap.

What is the criminal justice system?

The criminal justice system (CJS) is made up of five agencies: the Police Service, HM Courts Service, the Prison Service, the Crown Prosecution Service and the National Probation Service. These agencies are continuing to work together to reform and improve the CJS, ensuring that the public has confidence that the CJS is effective and serves all communities fairly.

Our progress during the past year

- In 2004/05, Black people were six times more likely than White people to be stopped and searched under section 1 of the Police and Criminal Evidence Act 1984. Asian people were 1.8 times more likely than White people to be stopped and searched.
- In 2004/05 the arrest rate for Black people was 3.4 times that for White people, a similar figure to 2003/04. The arrest rate among Asians was very close to the rate for White people.
- In June 2005, for every 1,000 Black people in the population, 7.1 were in prison. This rate was around five times higher than the rate for White (1.4 per 1,000) and Asian people (1.5 per 1,000).
- The number of racially motivated crimes estimated from the British Crime Survey fell from 206,000 to 179,000 between 2002/03 and 2004/05. Police figures showed an increase from 49,000 to 58,000 incidents over the same period – possibly indicating better recording and a greater willingness to report.
- The proportion of staff from a minority ethnic group has increased every year since 2002/03 in the police, prisons, Probation Service, Crown Prosecution Service and the magistrates' courts.

The Police Service

Taking forward the Commission for Racial Equality recommendations

The Race Equality Programme (REP) was jointly developed in July 2005 by the Home Office, the Association of Chief Police Officers (ACPO) and the Association of Police Authorities (APA) in response to the Commission for Racial Equality's (CRE's) formal investigation into the Police Service.

The REP has had a dedicated team, the Police National Diversity Team, which has been driving forward the CRE recommendations in the report.

Case study: stop and search

In May 2005, Staffordshire Police (Stoke-on-Trent Division) took part in a Home Office Criminal Justice Support Race Unit pilot project to review how it carried out stop and search.

The main reason for the pilot project was to ascertain whether improvements could be made in Staffordshire Police's disproportionality figures, which at that time were 4.5:1, and to attach more credibility to the processing and capture of stop and search data.

As a result of the pilot project and the practice advice in the stop and search document, the force carried out a review of its entire stop and search practices. An action plan was produced which, it is believed, will see greater transparency of stop and search processes throughout Staffordshire, giving greater confidence and reassurance to communities and to those individuals who are subjected to this power.

Over the past 18 months, the REP team has worked closely with police forces around the country to provide assistance and continues to work with the CRE to ensure the full and continuing implementation of the programme. In many cases, the REP is about putting the right structures and processes in place to identify and address underlying issues. Work includes:

- establishing a joint Home Office, ACPO and APA Diversity Strategy Board;
- developing a model framework, together with guidance, so that all national and local policing policies can be assessed for equality;
- listing priority functions and policies on equality issues;
- a standardised national exit interview questionnaire and guidance, to better understand the lower retention rate for Black and minority ethnic officers;

- producing employment monitoring duty guidance especially created for the Police Service;
- 'Getting It Right' conference to consider the REP one year on with workshops to share good practice;
- developing a model structure for Confidence and Equality Boards through which the general duty to promote race equality will be driven; and
- establishing regional Confidence and Equality Networks for police forces.

A Police National Diversity Team survey was created in autumn 2006 to look more closely at police forces' progress against the REP. Results from the survey are regularly considered to identify good practice and establish areas for improvement and support.

In November 2006, the CRE held a successful meeting with key stakeholders, including the original nominated commissioners, to consider progress. The CRE indicated that it was pleased with the progress being made by the Police Service.

Stop and search powers

The criminal justice system (CJS) is working to ensure that there is a steady decrease in the disproportionality of Black and minority ethnic people being stopped and searched, while also increasing confidence in the use of these powers.

Definition: Disproportionality

Particular minority groups may be more or less likely to be the subject of an action by a criminal justice agency, and sometimes this involvement is disproportionate to their representation of that minority group in the resident population as a whole. We use the term 'disproportionality' to refer to this situation.

Practice Guidelines, published by the National Centre for Policing Excellence (NCPE) on the use of stop and search, has been added to the Home Office guidance.

A number of police forces have succeeded in decreasing disproportionality in their areas, using a methodology developed by the Home Office. The methodology helps police forces to identify any local policies or practices that are inappropriately driving up levels of disproportionality. Going through this procedure has equipped some forces to better explain the causes of local disproportionality, while in other forces it has led to a reduction.

For example, Staffordshire Police has reduced disproportionality in the use of stop and search powers between Black and White residents from over 4:1 to less than 2:1.

Raising awareness of stop and search

Progress has been made to increase awareness of the use of the power in communities.

For example, West Yorkshire Police established panels with representatives from the local community. The panels ensure transparency and promote public confidence in the recording and investigation of hate incidents and in stop and search processes. The panels review ten stop and search incidents each month to ensure officers are behaving appropriately.

The Home Office has published *Community Guidance*, designed for local community members, as a simple explanation of the powers of stop and search and an individual's rights. In addition, there was a media campaign in eight police force areas aimed at young males.

The latest figures from the Citizenship Survey show a significant decrease in the percentage (from 27 per cent in 2001 to 24 per cent in 2005) of those people from Black and minority ethnic communities who believe they are likely to suffer racial discrimination by the police.

Crown Prosecution Service

Tackling hate crime

Hate crime – such as racist, religiously-aggravated and homophobic crimes, and domestic violence – remains one of the top 15 indicators against which the performance of all Crown Prosecution Service (CPS) areas is measured during 2006-07. Cases of disability hate crime have also been included within the hate crime measure since April 2007.

As of December 2006, the percentage of hate crime cases, including domestic violence, which resulted in an unsuccessful outcome (that is, acquittal or case dismissed) was 32.5 per cent, which is well within the 2006-07 target of 36 per cent. The CPS will build upon this improved performance by establishing a new national target of 28 per cent for 2007-08 and, for the first time, this target will apply to all 42 CPS areas.

The CPS has also run three pilot schemes, in Durham, Thames Valley and West Yorkshire, which involved a range of programmes to engage with different communities to tackle hate crime. Details of these, which were completed in summer 2006, are set out below. Independent evaluation concluded that overall the pilots resulted in:

- better communication and collaboration between the key agencies involved in tackling hate crime;
- a greater understanding of the value of the different tools and techniques used in the community engagement programmes including, for example, targeted media campaigns to raise awareness; and
- a better understanding of community concerns among the CJS agencies involved.

Durham pilot

The Durham pilot reported increased confidence in the CJS among victims, the public and voluntary organisations, which contributed to a 122 per cent increase in 2005-06 in race hate crime cases being taken through the hate crime sensitive court.

There are a number of sensitive courts around the country, dealing with specific issues such as child abuse or domestic violence. The Durham court is the first to deal with hate crime.

Thames Valley pilot

Among other things, the Thames Valley pilot revealed that there was under-reporting of race hate crime among one group of shop traders in Oxford. This is now being investigated.

West Yorkshire pilot

The West Yorkshire pilot incorporated an independent assessment of its existing Race Hate Scrutiny Panel. It made 14 recommendations to which West Yorkshire is currently responding. Hate Crime Scrutiny Panels will be introduced across all CPS areas in 2007-08 based on the West Yorkshire model.

In November 2006, the first CPS Community Engagement conference took place. Delegates were introduced to:

- a new good practice guide;
- the evaluation report of the three pilots; and
- the revised CPS Community Engagement strategy.

Hate crime monitoring project

In order to improve the electronic reporting of hate crime and the ability to report back to diverse communities, the CPS established a hate crime monitoring project in January 2006. The aims were to:

- capture more information on performance in tackling hate crime; and
- publish this information in a single annual report.

The CPS consulted with a wide range of community partners in order to establish their priorities in monitoring hate crime. Following this consultation, from April 2007, all CPS areas will record additional data including:

- the religion or belief of defendants, victims and witnesses;

- recording racist crime separately from religious crime;
- recording the number of cases in which the aggravated element is dropped (with respect to racist and religious crime, homophobic crime and disability hate crime);
- victim retractions; and
- forced marriages and honour-based violent crimes in a number of pilot areas.

The CPS will publish its first annual hate crimes report in 2008.

Victims and witnesses
Code of Practice for Victims of Crime
The Code of Practice for Victims of Crime, published in 2005, was successfully implemented in April 2006.

The Office for Criminal Justice Reform (OCJR) is working with Local Criminal Justice Boards (LCJBs) and CJS agencies to help put systems in place for monitoring compliance with the Code's obligations, so that agencies will be able to assess whether they are providing accessible services that meet the needs of individual victims.

Victims' and Witnesses Fund
In 2006-07, the Victim and Witness Delivery Fund focused on improving the information that CJS agencies provide to victims and witnesses.

Lincolnshire LCJB was given a grant from the fund to recruit, train and utilise one Polish and one Portuguese-speaking specialist support officer to increase the existing Victim Support services to offer high-quality support to migrant worker communities.

These specialist officers also recruited Polish or Portuguese-speaking community volunteers and worked with community groups to help migrant worker victims and witnesses, in their own language, during their dealings with the CJS and other agencies.

Other LCJBs are taking forward measures to increase and improve the information provided to particular local communities.

In 2006-07, the Victims' Fund:

- invited applications from organisations that supported victims who had suffered sexual violence/abuse as a result of being part of a minority group;
- favourably weighted, applicants who could demonstrate that their service catered for a specific client group for whom current service provision was limited; and
- awarded grants to two organisations for projects specifically aimed at supporting victims from Black and minority ethnic communities.

No Witness No Justice and Witness Care Units
Witness Care Units and the No Witness No Justice project have been set up to ensure that more witnesses attend court and feel that they have been treated properly. Our latest research shows that only 59 per cent of Black witnesses felt they were well treated by the CJS – the lowest figure for any racial group. We are looking to address this.

The No Witness No Justice project has successfully rolled out across England and Wales with 165 Witness Care Units and 1,750 witness care officers now providing dedicated support to victims and witnesses whose cases are proceeding past the first hearing stage.

Witness care officers must carry out a detailed assessment of needs for every victim and witness; issues of vulnerability and support requirements must also be explored.

Witness care officers must then put in a place a tailored service package, agreed with the victim or witness, to help steer them through the remainder of the CJS process. This tailored service, and arrangements for further support, will incorporate any specific measures requested by the victim or witness with respect to race, religion, disability, language, age or gender.

Prison Service

We are currently working to put into action the recommendations of *Implementing Race Equality in Prisons – a shared agenda for change*, published in December 2003.

Our current work includes:

- a review of current practices for working with racist offenders, with pilot projects in three prisons (see below) to detect racist offenders and behaviours; and
- pilot programmes at Full Sutton, Leeds and Stoke Heath prisons to test whether mediation is a viable means to deal with racial complaints.

Detecting Racism pilots

Three Detecting Racism pilots started in Belmarsh, Holloway and Wandsworth prisons in September 2006.

Thus far, around 500 staff have been trained across the three sites. Additionally, all staff have received ID cards and comprehensive manuals associated with the pilots, which were distributed throughout the prisons. The scheme is designed to help staff detect and deal with racist behaviour by prisoners.

An evaluation of the pilots took place in February 2007 and it was agreed that the pilots should be extended for a further three months. A structured programme of work was also agreed for this period with the three heads of operations. The learning from the pilots will be used to develop new initiatives.

The Prison Service working with the National Offender Management Service

The Prison Service is working with the National Offender Management Service (NOMS) to review complaints about racist incidents and assess the feasibility of developing a system that:

- covers all prisoner complaints relating to race issues;
- has the confidence of both prisoners and staff; and
- enables prisoners' complaints and the results of racist incidents to be monitored across all racial groups.

THE PRISON SERVICE

- Over 1,250 race equality impact assessments have been completed by prison establishments.
- Prison Service Headquarters has completed and published 31 full impact assessments.
- A new Prison Service Order 2800 was issued in September 2006 focusing on local accountability on race issues and emphasising the importance of outcomes, in contrast to processes, for race issues.
- New training has been introduced for local Race Equality Action Teams with 60 staff trained to deliver the training.
- 67 establishments now have full-time race equality officers compared with 31 two years ago.
- Establishments now have a mandatory requirement for local community engagement strategies.

Revised arrangements, including measures to improve confidence, monitoring and external scrutiny, within the current policy framework, are being developed. There will be a phased roll-out of the improved arrangements between April 2007 and February 2008.

Zahid Mubarek Inquiry
- HM Prison Service has accepted all 33 Inquiry recommendations that relate to it.
- Action to address each of these recommendations is included in the Prison Service Race Equality Action Plan.
- Members of Zahid's family and representatives of the Zahid Mubarek Trust are involved in monitoring progress against the plan.

(Please also see panel on the Inquiry on page 57.)

Quality of life for prisoners
- Prison Service Order 2800 and the associated training for managers have been revised to ensure that prisoner perceptions are accorded central importance in work on race equality.
- The Measuring the Quality of Prisoner Life (MQPL) survey includes an expanded race equality dimension, and a comparative measure of MQPL scores across all dimensions is included as part of the key performance target on race equality.
- The programme of impact assessments of functions and policies at both national and establishment level, includes a requirement for consultation with prisoners, and prisoner confidence is a key consideration in all these impact assessments.
- Establishments are required to develop race equality communication strategies that include consultation with prisoners as a central element.

Recommendations of the Mubarek Public Inquiry

The final report of the Inquiry into the murder of Zahid Mubarek at Feltham Young Offender Institution on 21 March 2000 was published on 29 June 2006.

The report made 88 recommendations and the Government has now published a full response to each of the recommendations, available at: www.homeoffice.gov.uk/documents/mubarek-response-recommend?view=Binary

The responses, unless stated otherwise, refer primarily to procedures enforced at HM Prison Service establishments, but the Government intends to ensure that these will also apply to contracted-out establishments.

Prison Service recommendations
The Mubarek Public Inquiry recommendations for the Prison Service included the requirement to act on the recommendations made in HM Inspectorate of Constabulary's report *Parallel Worlds*.

These recommendations were incorporated into the 2006-07 Race Equality Action Plan.

The Action Plan was presented to the Prison Service Management Board (PSMB) in March 2007. Progress will be monitored by the PSMB and a Scrutiny Board consisting of Ministers and members of the Commission for Racial Equality.

While some of the recommendations for the Prison Service will take time to implement, two have been completed already:

- the definition of a racist incident, as adopted by the Stephen Lawrence Inquiry, is in use in the Prison Service; and
- a Prison Service Order has been issued which provides detailed guidance on the necessary skills to become a race equality officer. This Order also gives prison governors the provision to recruit externally for these posts.

Disproportionate remanding in custody

The Improving Opportunity, Strengthening Society Strategy outlined how offenders from some Black and minority ethnic communities are more likely to be remanded in custody than White offenders.

The CJS Race Unit (now the Race, Confidence and Justice Unit in the OCJR), supported by the Prime Minister's Delivery Unit, did some initial work in three court areas to determine the potential causes of this disproportionality. They concluded that, while there was no evidence of discriminatory practice, there were issues in the bail system which impacted disproportionately. For example, the reduction in the number of bail hostel places has had a disproportionate impact on Black defendants who are more likely to be of no fixed abode.

These issues have been reported to individual agencies to be dealt with under a wider review of bail.

Improving the diversity of the CJS

All CJS agencies have targets to increase Black and minority ethnic representation at all levels within their services.

National Institute for Economic and Social Research

The OCJR recently commissioned an independent report to identify ways in which CJS agencies might improve race equality among their employees, through learning from the experience of organisations outside the CJS. There was particular interest in retention and progression of Black and minority ethnic staff.

The report identified five key factors that are essential to making an organisation attractive to Black and minority ethnic people as an employer, and to promoting and retaining Black and minority ethnic recruits:

1. top management commitment and leadership;
2. appropriate organisational culture and management;
3. communication;
4. recognition of the business benefits of race equality in employment;
5. effective monitoring.

Staff retention in the Crown Prosecution Service

The CPS continues to engage with its staff networks and trade unions to work towards achieving a highly-skilled, motivated and engaged workforce.

The latest figures available show that the CPS employs 11.7 per cent Black and minority ethnic staff, who are well represented at all levels of the organisation.

Turnover is relatively low in the CPS but managers are still encouraged to make effective use of exit interviews, to assess why some staff choose to leave the service.

A raft of learning and development activities, alongside the fair application of employment policies, contribute to the CPS's ability to retain staff.

In order to help retain its Black and minority ethnic staff, the CPS continues to:

- offer attractive career paths, training and opportunities; and
- work closely with the Police Service to make sure that the workplace environment is a safe and secure one.

The CPS also carries out a biannual staff survey which gives an indication of employee engagement and commitment. Data relating to recruitment, retention and progression is collated, and areas of concern are addressed as part of a planned programme of action.

Race equality employment targets in the Police Service

To ensure that police forces better reflect the communities they serve, the Home Secretary set ten-year race equality employment targets for the Police Service in 1999. The targets relate to the recruitment, retention and progression of Black

and minority ethnic police officers and other Police Service staff. Currently, Black and minority ethnic representation stands at 5 per cent, and is heading towards the overall 2009 target of 7 per cent (to broadly reflect the percentage of Black and minority ethnic people in the country as a whole). Each force is also required to adopt a local target, to be achieved by 2009.

However, while significant progress has been made in recruiting Black and minority ethnic police officers, more needs to be done. Since the targets were introduced, the number of Black and minority ethnic police officers in the 43 forces has risen to 5,236. This is 3.7 per cent of the total, compared with 3.5 per cent in 2005, and starting from a base of 2.0 per cent in 1999. But recruitment of Black and minority ethnic police officers has been moving at a slower pace than for other Police Service staff, and this remains a challenge for us in the future (see page xx).

The Police Service has seen good progress in increasing the representation of Black and ethnic minority special constables at 6.6 per cent and police staff at 6.9 per cent, especially Black and minority ethnic police community support officers (PCSOs) who make up 15.2 per cent of the total number of PCSOs.

The new Police and Justice Bill 2006 will enable the Home Secretary to confer specific functions on police authorities, including promoting diversity, within their police force and within the wider authority itself.

Staff retention in the Police Service

As part of its strategy to retain staff in the police service, the Home Office has sponsored a number of initiatives:

- **The Initial Police Learning and Development Programme and the Race and Diversity Learning and Development Programme** ensure that race and diversity issues are embedded throughout all learning materials and courses. These two training programmes are also underpinned by a business case that recognises:

  – the importance of an improved and sustained performance in all diversity matters; and
  – the benefits of establishing a culturally-diverse workforce.

- **A standardised exit interview and questionnaire** have also been introduced nationally to help understand the reasons why staff leave the Police Service. In 2007, the first set of national data will be available for analysis. In the meantime, police forces are being encouraged to look at and address any patterns for leaving the force that emerge locally.

- **Guidance on the Employment Monitoring Duty** has been issued specifically for the Police Service, which aims to:

  – provide a greater understanding of the employment data that police forces are legally required to collect and analyse;
  – ensure that recruitment, retention and progression polices do not disproportionately affect under-represented minority groups; and
  – promote fair and equal treatment for all staff.

Increasing leadership capacity in the Police Service

A wide range of initiatives have been put in place to increase leadership capacity at all levels of the Police Service, for example:

- **The Positive Action Leadership Programme** – this four-day programme for officers and staff is designed to offer delegates a highly motivational leadership course. The aim is to encourage staff from under-represented groups to stay in the Police Service and develop their careers by applying for development and promotion opportunities.

- **The High Potential Development Scheme** (HPDS) is a national scheme that supports and develops the next generation of Police Service leaders. In April 2007, responsibility for the scheme transferred from the Home Office to the National Policing Improvement Agency (NPIA).

– During 2006, the HPDS was marketed extensively and was present at graduate recruitment fairs at universities in England and Wales. Particular focus was on attending events in areas with higher than average minority ethnic populations.

– HPDS was also represented at the National Black Police Association (NBPA) International Training Conference 2006 to publicise the scheme within the Black and minority ethnic police community and encourage talented potential recruits to apply.

– The scheme is being reviewed, with involvement from the NBPA and other staff associations, and is being relaunched in June 2007.

– The HPDS review will also establish a separate framework for learning to enable other applicants to develop their leadership potential. The revised scheme and framework for learning is also being relaunched in June 2007.

Police Race and Diversity Learning and Development Programme

A key goal of this programme is to ensure that, by 2009, everyone in the Police Service is assessed as being competent about race and diversity when measured against national occupational standards.

The NPIA has developed a comprehensive set of learning materials to assist all officers and staff in enhancing their knowledge and understanding of race and diversity issues. Police forces are required to develop a suitable number of trained assessors who, in turn, have been assessed against the standards as being competent. Police forces have been working towards this during the past two years.

At a local level, the chief constable and police authority are responsible for the implementation of the programme and the effective monitoring of progress.

At a national level, the programme is currently being overseen by the Police Race and Diversity

Learning and Development Programme Board, which includes stakeholders from ACPO, APA and the Home Office, and run by a national Programme Team.

Measuring progress

The national Programme Team is in close contact with police forces and requires them to:

• provide regular updates on implementation; and

• use statistical measures, such as the annual data return, to measure progress with assessment.

The Programme Team also carries out visits to police forces to see how the implementation is proceeding and to offer support when required.

The long-term impact of the programme will be measured through national performance criteria, such as those in the Police Performance Assessment Framework (PPAF) and HM Inspectorate of Constabulary's Baseline Assessment.

Assessment to date

Two years of the five-year programme have passed. Assessment has started in most police forces, in particular through the Initial Police Learning and Development Programme.

A significant number of police forces have been assessed, and more will follow in 2007-08, towards our deadline of ensuring all the different priority groups complete assessments by April 2008. Over half of the forces have reported that they are likely to meet the deadline to deliver the full assessment programme.

We intend to commission a brief review of the current assessment strategy to:

• re-examine the issues;

• look at any barriers to their implementation; and

• make recommendations for future steps.

More ethnic minority staff in the Prison Service

Currently, 6 per cent of Prison Service staff – including prison officers and other Prison Service staff – are of Black or minority ethnic origin. The Service is on track to meet its national target of 7 per cent by 31 March 2009.

Further progress has also been made with regard to the 30 senior civil servants in the Prison Service. Representation of women, ethnic minorities and disabled people among this group has increased since 2004, with the Black and minority ethnic figure currently standing at 7 per cent.

Improving diversity in the judiciary and magistracy

Although we have made good progress over the past two years in improving the diversity of the judiciary and the magistrates' service, we want to build on these improvements.

Magistrates' National Recruitment Strategy

The Magistrates' National Recruitment Strategy (MNRS) aims to increase the numbers of Black and minority ethnic employees.

In 2005, MNRS supported 35 recruitment campaigns around the country. Early findings indicated extremely positive results and over the past year we have continued to build on the work of MNRS, with excellent results:

- Nationally, the proportion of magistrates from Black and minority ethnic communities has increased over the past five years and is now close to that of the population as a whole.
- Local targets are also set so that the magistrates broadly reflect the community they serve. Each local advisory committee outlines plans to target under-represented groups.
- The lessons from the MNRS strategy have been collected into a Magistrates' Recruitment Toolkit. This will help ensure that promoting diversity in the recruitment of magistrates continues as a key priority.

Retention of magistrates

The Ministry of Justice is also analysing resignation questionnaires from magistrates which identify patterns and issues of concern – including ethnicity, which is part of the questionnaire.

However, early findings suggest that there are no specific links between the reasons behind magistrates resigning and their ethnic origin.

Ministry of Justice Positive Action Training Programme

The Ministry of Justice has a Positive Action Training Programme for Staff of Minority Ethnic Origin. It was developed with the National School of Government, for the then Department for Constitutional Affairs, and has been in place for six years. In the past 14 months, eight programmes of positive action training have been run for 97 Black and minority ethnic members of staff.

Network of support

The Ministry of Justice also has an active and well-established Network for Staff of Minority Ethnic Origin, PROUD, run by four full-time staff. The Network provides support and development activity for members, is consulted on all policy changes, and is supported by a board champion.

Diversity awareness training is provided for all new entrants, and a national mentoring programme is publicised via the PROUD network.

Improving representation at Senior Civil Service level

As part of its work to take forward the ten-point plan to improve the representation of people from minority groups in the Senior Civil Service and feeder grades, the Ministry of Justice has set ambitious internal targets and developed a detailed action plan to achieve these. Seven per cent of Senior Civil Service staff are currently of Black or ethnic minority origin, broadly reflecting the diversity of the country as a whole.

Self-assessment tool for LCJB performance on race equality

Assessment of performance on race has been incorporated into the mainstream performance management regime for the Home Office. To support the LCJBs in this work, we have developed and published a toolkit for local action.

In addition, we are centrally supporting LCJBs with:

- a dedicated funding stream;
- focused workshops highlighting key issues; and
- networking opportunities for key practitioners.

National Probation Service

Work is under way to develop accredited training programmes for those convicted of hate crimes. We also have behaviour programmes in place to reduce racist attitudes among offenders.

Research was undertaken to inform the Probation Service's work with Black offenders in the community. The study examined the needs and risks of Black and minority ethnic offenders. The research found no support for the idea that offenders on probation who belong to minority ethnic groups have distinctly different or greater needs than White probationers. The study's findings support a policy of running mixed groups of offenders. Drug interventions for offenders under statutory supervision in the community are designed to address individual need whatever an offender's ethnicity or age.

Youth Justice Board programmes for at-risk young people

Between 2005-08, the Government is investing a further £45 million for Youth Offending Teams (YOTs) to fund targeted youth crime and anti-social behaviour prevention activities for young people at most risk. This money is being spent on a range of programmes which have proven effective at reducing crime and anti-social behaviour.

The Youth Justice Board (YJB) has a corporate target on 'Race Equality – Reducing Local Differences'. This target aims to ensure that YOTs have action plans in place to achieve equal treatment at local level for comparable offences by different Black and ethnic minority groups, and to deliver targeted prevention activity that substantially reduces local differences by ethnicity in recorded convictions. During 2005-06, all 156 YOTs produced action plans and baseline data was established for the number of offenders by ethnicity during that period. Performance in reducing local differences during 2006-07 cannot be assessed until data becomes available later in 2007. The target represents a long-term aspiration to make youth justice services responsive to the needs of diverse groups and able to challenge discrimination.

The key challenges ahead for the criminal justice system

Although we have continued to make good progress over the past year, we know that there are areas where we need to improve and these are outlined below.

Understanding disproportionality

To understand the phenomenon of disproportionality in the CJS, it is essential that there is an effective process for collecting and monitoring ethnicity data at each stage of the criminal justice process. To support this work, we are improving the quality of the data.

We will also develop a more specific outcome-based approach for each stage of the CJS process.

Better data to drive change

A review of CJS race statistics was completed in 2005. An action plan is now under way in response.

As a first stage in improving the comprehensiveness and consistency of the data, the OCJR wishes to develop a minimum dataset mapping out clearly for the first time the management data that needs to be collected under section 95 as recommended in the review. The minimum dataset will be a specification of the 'minimum' data that CJS agencies need to collect on race and will be accompanied by guidance on data collection and quality.

The primary aim of the minimum dataset is to set out a realistic, achievable specification to enable CJS practitioners and policy makers to:

- identify disproportionality in the CJS;
- understand the causes of disproportionality;
- performance manage the CJS in relation to race issues; and
- demonstrate accountability to Black and minority ethnic communities.

New code of Standards of Professional Behaviour for police

It is anticipated that a new code, *Standards of Professional Behaviour*, for the Police Service in England and Wales will be published in spring 2008. This will include an improved disciplinary procedure to address alleged breaches of the new code.

The success of the new code will be measured through the application of the disciplinary procedure.

To ensure that diversity and equality are central to the new code, a public consultation was held during its development. A number of organisations were invited to comment including:

- the Commission for Racial Equality;
- the Equal Opportunities Commission;
- the Disability Rights Commission; and
- special interest groups within the police service.

Recruitment of Black and minority ethnic police officers

As outlined earlier, recruitment of Black and minority ethnic police officers has been moving at a slower pace than we would like and this remains a challenge. We are working directly with police forces in a number of ways to accelerate progress.

In particular, we have set up two independent project groups to advise us on this issue. The two groups cover:

- trust and confidence; and
- retention and progression

and provide independent focus and assistance to support the aim of improving Black and minority ethnic representation in the Police Service. The groups were set up as successors to the Stephen Lawrence steering group (which oversaw the implementation of the recommendations of the Stephen Lawrence Inquiry).

The two project groups are carrying out a programme of visits to police forces to look at good practice and the barriers to success. Visits will include those forces that face the biggest challenge in meeting their targets for recruiting Black and minority ethnic staff.

Recruitment drives

Meetings take place regularly with human resources directors to discuss progress against the race employment targets and provide support and assistance where needed. Meetings and consultation continue with staff associations such as the NBPA for their knowledge and understanding of how to attract and retain people from minority ethnic communities.

The recruitment drive also focuses on attracting minority ethnic graduates and attending faith events to raise the profile of a career in the Police Service.

Home Affairs Select Committee Report

The Home Affairs Select Committee Report, *Young Black People and the Criminal Justice System,* was published in June 2007 and made a number of recommendations. The Government welcomes the report as it highlights many of the issues that we feel are important to help identify and address the over-representation of young Black people in the CJS.

We shall be looking closely at the conclusions and recommendations of this important and far-reaching inquiry and we will respond fully in due course. We are committed to creating a CJS that is fair to all, protects citizens and ensures that offenders are brought to justice. We are determined to ensure that the CJS is rigorous in ensuring that disproportionality is not the result of any unfair discriminatory practices within the CJS. We are also working with our partners across government and the voluntary sector to help ensure that young Black people get the support they need to make positive contributions to their communities. We have signalled our commitment to addressing race issues by making one of our

key national CJS targets to reduce the number of Black and minority ethnic people who think they will be treated worse by the CJS.

Chapter 3

Building cohesive communities

**Improving Opportunity,
Strengthening Society**

Chapter 3: Building cohesive communities

After a brief summary of the background to our work, this chapter on community cohesion reflects our strategy of working towards progress on cohesion and integration under four main headings:

3.1 Creating a shared sense of belonging (page 69);
3.2 Tackling racism and extremism (page 79);
3.3 Supporting areas experiencing challenges to cohesion (page 85); and
3.4 Engaging with faith communities (page 89).

> **Definition: What is a cohesive community?**
>
> A cohesive community is one in which:
>
> - there is a common vision and sense of belonging for all communities;
> - diversity is appreciated and valued;
> - people from different backgrounds have similar life opportunities; and
> - strong and positive relationships are developed between people from different backgrounds.

The background to our work

Britain is now a more diverse society than ever before, bringing enormous economic and social benefits. As the 2006 local government White Paper Strong and Prosperous Communities recognises, today's challenge is how best to draw on the benefits that migration and diversity bring while addressing potential risks to community cohesion. This makes it more important than ever to build on the progress that has already been made in taking forward the aims of the Improving Opportunity, Strengthening Society strategy. Local authorities have a key role to play and Strong and

Prosperous Communities makes it clear that the Government is keen to support them and other local partners.

Commission on Integration and Cohesion

On 28 June 2006, Ruth Kelly (then Secretary of State for Communities and Local Government) announced the setting up of a Commission on Integration and Cohesion. The Commission, a fixed-term advisory body, considered how to improve the capacity of local communities to build cohesion and prevent problems, including those caused by the dissemination of extremist ideologies.

The Commission, chaired by Darra Singh, Chief Executive of Ealing Council, reported to the Secretary of State in June 2007.

The report includes:

- a new analysis of what influences integration and cohesion; and
- a new definition of integration and cohesion; and
- a new typology of local areas.

Key recommendations include:

- a national schools linking programme;
- citizenship ceremonies for young people completing their Citizenship GCSE;
- a new national programme of voluntary service for young people;
- a new independent national body to manage the integration of new migrants;
- a nationally sponsored Communities Week – with a strong focus on celebrating the history and diversity of the local area and bringing people together from different communities;
- the introduction of specialist integration and cohesion teams to support local authorities;
- asking large employers of migrant labour to contribute to the cost of English classes; and
- the development of guidance for local authorities on the appropriateness of translation and single community funding.

The Government has broadly welcomed the direction of the report and will consult with partners over the summer before publishing a formal response in the autumn.

Leading cohesive communities – a guide

Local leadership is of paramount importance, and in 2006 the Local Government Association and the Improvement and Development Agency, supported by the Government, published *Leading cohesive communities*, a guide that looks at some of the key themes and approaches to fostering cohesion. The guide includes a casebook of examples of how local authority leaders and chief executives have contributed directly to their authority's work to promote cohesive communities.

In 2006, cohesion became a mandatory indicator for inclusion in Local Area Agreements; it was also included in the 2006 Best Value Survey that all local authorities in England are required to carry out every three years to measure resident and customer satisfaction.

Preventing violent extremism – Winning hearts and minds

Last year's progress report described action taken by the Government, Muslim communities and others following the London bombings on 7 July 2005 to develop proposals for tackling extremism.

On 5 April 2006, Ruth Kelly launched *Preventing violent extremism – Winning hearts and minds*, an action plan setting out priorities for immediate action and areas where we will continue to develop our approach and policies. We will continue to build on and develop this action plan and will issue annual updates.

3.1 Creating a shared sense of belonging

The background to our work

The definition of a cohesive community (see box opposite), adopted by the Government and the Local Government Association in 2002, includes the presence of a sense of belonging for all communities. At one level this is about promoting different activities that bring people together to develop a new shared sense of community; at another level, it is about engaging all communities in local decision-making and civic life.

Our progress during the past year

Building cohesion through voluntary activity

Volunteering has many benefits for society, including the building of trust and breaking down of barriers. Importantly for cohesion, volunteering can provide opportunities for people from excluded groups to participate in mainstream society, and for people from different backgrounds

Case study: Give More, Get More, Volunteer campaign

Ed Miliband, as Minister for the Third Sector, launched the national campaign Give More, Get More, Volunteer on 5 December 2006 in central London.

The campaign encouraged volunteering and raised awareness of how easy it is to get involved in community activities, along with the many personal benefits for those who volunteer their time and energy.

The campaign also highlighted that people who volunteer may claim reasonable expenses, such as lunch, which does not affect any benefits they may receive. The campaign targeted people with no formal qualifications, people with disabilities and those from ethnic minorities.

The launch event featured a range of exciting activities including BBC celebrity chef Alan Coxon challenging teams of volunteers from Mencap, Scope, Timebank UK, Upbeat and Volunteer Reading Help to the Give More, Get More, Volunteer sandwich challenge.

Volunteers also displayed a variety of expertise including the talented Samba Street Football Club, uplifting musical performances from mental health charity Upbeat, featuring award-winning volunteer Drew Jensen and calming Tai Chi and Chinese painting from the Chinese Community Centre.

Volunteering by members of minority ethnic communities

The Office of the Third Sector in the Cabinet Office is committed to increasing volunteering levels among people who traditionally volunteer the least, including:

- people from Black and minority ethnic groups;

- people with a disability or limiting long-term illness; and
- people with no formal qualifications.

Encouraging people from these groups to volunteer provides opportunities for those who might otherwise feel excluded to identify with wider society and come into contact with people from other communities. Volunteering also offers a tangible example to the wider community of the contribution that can be made to society by all members.

According to the most recent survey, participation levels among the three groups have risen from 47 per cent to 51 per cent from the previous quarter. The most recent results indicate an increase of 11 per cent from the corresponding quarter in the previous year.

Volunteering for all

April 2006 saw the start of a two-year £3 million programme, Volunteering for All, to identify and remove barriers to volunteering and promote opportunities to potential volunteers. The programme specifically targets identified as being less likely to volunteer, including people from Black and minority ethnic communities.

to come together and to achieve joint aims and objectives.

The Media Trust is running campaigns in each of the four Volunteering for All regions (the North East, the North West, Yorkshire and the Humber and London) to raise awareness and take-up of volunteering opportunities among those at risk of social exclusion.

So far there have been four campaigns:

- Camden Heroes;
- the lunch Expenses campaign;
- the health Month campaign; and
- the Chinese New Year campaign.

There will be three more campaigns during 2007-08.

Education and cohesion

The education system plays a vital role in helping young people to develop their sense of identity and shared sense of belonging, as individuals and as part of a wider society. We believe it is important to offer young people from all backgrounds the opportunity to come together as a community, taking part in positive activities both in and out of school to help build mutual understanding and respect.

From September 2007 there will be a new duty on schools to promote community cohesion and on Ofsted to report on the contribution a school makes to community cohesion.

Guidance to support schools in implementing the duty was published for consultation in May 2007, with final guidance to schools due to be published in July 2007.

The guidance defines what is meant by community cohesion and outlines the key areas where schools can contribute towards community cohesion, including through:

- their approach to teaching, learning and the curriculum;
- their engagement with parents, other schools and local and wider communities; and

Case study: Meet the neighbours

Three girls' schools from Blackburn, the Wirral and Preston took part in a two-day seminar in Blackburn in mid-February 2007 to discuss issues around interaction between different groups. Two of the schools were faith schools and many of the girls had never met or interacted with a person from another faith.

The learning from the seminar will go towards producing a DVD that will be distributed to all schools across the North West. The project had the support of Unison and the Improvement and Development Agency. The schools have agreed to stay in contact and to host a day at each to ensure that the girls keep in touch and share their learning with their fellow pupils.

The project culminated in a debate on 28 February 2007 facilitated by Jim Hancock, the former BBC North West Political Correspondent. Teachers, school governors, parents and the girls who participated in the seminar took part. Debate was lively and there was interest in replicating the project with a mixed gender group and a boys-only group.

- by ensuring equal opportunities for all pupils to succeed at the highest level possible, removing barriers to access and participation in learning and eliminating variations in outcomes for different groups.

FACT

In 2006, around one in five pupils in maintained primary schools and around one in six in secondary schools was from a minority ethnic background.

More than 200 languages are spoken in the homes of children attending schools in England.

40 per cent of minority ethnic pupils go to school in London.

English as an additional language

Through the National Strategies programme, we have developed appropriate support and materials for pupils with English as an additional language (EAL). This includes targeted programmes supporting bilingual learners in both primary and secondary schools. At foundation stage the Primary National Strategy is developing a set of materials for parents and practitioners to support children with EAL. The approach of key stage 1 and 2 focuses on increasing the confidence and expertise of mainstream primary teachers to meet the needs of advanced bilingual learners. The approach at secondary level aims to raise the attainment of more advanced EAL learners, focusing on developing academic language and thinking skills and improving extended writing. We are also launching a New Arrivals Excellence Programme, which aims to provide schools and local authorities with advice, guidance and training to enable them to build good-quality education provision for new arrivals with EAL.

The Department for Education and Skills (DfES) commissioned London Gifted & Talented to establish a project to specifically support gifted and talented students from minority ethnic backgrounds and to address the particular needs of gifted and talented learners with EAL. The two-year REAL (Realising Equality and Achievement for Learners) project, launched in autumn 2006, aims to help schools and local authorities to improve identification, provision and support for Black and minority ethnic and EAL pupils.

Promoting diversity through citizenship education

In January 2007, the Government welcomed Sir Keith Ajegbo's *Diversity and Citizenship Curriculum Review*. The report made a series of recommendations on how best to promote diversity through the school curriculum and, more specifically, through citizenship education.

One of Sir Keith's concerns was that all pupils, regardless of ethnicity, religion or culture, should be engaged and successful learners. To make this a reality, the curriculum needs to be relevant to young people, embracing diversity and accepting the rich contribution that all cultures have made in all subjects, from history and geography to maths and science.

The Qualifications and Curriculum Authority (QCA) has recently undertaken a review of the national curriculum for secondary schools. An essential part of this review was highlighting how diversity can be used as a context and focus for work within and between different subjects.

The review will also introduce a new element to the statutory curriculum for citizenship entitled Identity and Diversity: Living together in the UK. As part of this requirement, all young people aged between 11 and 16 will explore identities and diversity, and what unifies groups and communities, through a framework of contemporary issues so that they develop an understanding of the rich diversity of the UK.

Active Citizens in Schools award scheme
The Active Citizens in Schools (ACiS) award scheme empowers young people to get involved in volunteering projects that benefit the school and wider community.

ACiS built on the Millennium Volunteers model, extending it to a younger age group by engaging 11–15-year-olds in volunteering. Since its publication in 2004, over 4,000 copies of a free 'Know-How' pack containing information and resources to help schools develop their own ACiS schemes have been distributed to schools.

Support for citizenship teachers from QCA

QCA offers support for citizenship teachers by:

- publishing work schemes and work units;
- providing guidance for teachers; and
- publishing subject leaflets to illustrate how citizenship can be taught.

QCA also provides advice to teachers on delivering the citizenship programmes of study in discrete lessons as well as through other subjects.

QCA has been working with schools to explore ways of adapting and developing the work schemes. Materials have been produced that explain why and how work schemes could be customised to better meet children's needs and the particular context of the school.

The citizenship continuing professional development certificate

The DfES is funding a total of 1,200 places at 17 higher education institutions across the 2006-07 and 2007-08 financial years, for teachers to undertake a citizenship continuing professional development (CPD) certificate.

The course will enable citizenship teachers to broaden and deepen their subject knowledge in order to improve the quality of their teaching and raise standards. Ofsted will be monitoring standards.

In April 2006, the DfES published, in association with a number of other organisations with expertise in citizenship education, a CPD handbook (*Making Sense of Citizenship)* to support teachers.

Two free copies have been sent to all secondary schools. Copies have also been issued to advanced skills teachers, local education authority advisers and CPD recruits. Five chapters of the handbook, including the chapter on primary schools, are available online at: www.teachernet.gov.uk/citizenship/section.cfm?sectionID=1&hierachy=1&articleID=157

Extended schools and children's centres

An extended school is a key way of delivering the Government strategy Every Child Matters.

An extended school works with local providers and agencies (and, in many cases, other schools) to provide access to a core offer of extended services, including:

- a varied range of activities including study support activities for primary and secondary schools;
- childcare from 8am to 6pm (all year round for primary schools);
- parenting and family support;
- swift and easy referral to specialist services such as speech therapy; and
- community use of facilities including adult and family learning and information and communications technology.

These services will often be provided beyond the school day but not necessarily by teachers or on the school site.

Extended services can have significant positive effects on children, adults and families, including benefits for schools in terms of improvements on performance measures, such as pupil attainment and exclusion rates. The services can also:

- enhance self-confidence;
- improve relationships;
- raise aspirations; and
- lead to better attitudes to learning.

Case study: The Muslim Jewish Youth Theatre

The Royal Exchange Theatre in Manchester is developing a Muslim Jewish Youth Theatre for young people aged between 16 and 25.

The project will use theatre to promote understanding, communication and peace; and the play, which will be performed in the Studio Theatre at the Royal Exchange, will be devised by the participants. Supporters of this project include The Manchester Muslim-Jewish Forum, and the In Place of War Project at the University of Manchester.

We are working to create 3,500 Sure Start Children's Centres, one for every local community, by 2010. They, and extended schools, are bringing together services for children and families, and will be important centres for the community, enabling parents and young people from different backgrounds to come together and engage in joint activities.

There are already over 1,300 Sure Start Children's Centres offering health advice, childcare and other services to parents of over 1 million young children and their families, and over 5,000 extended schools, on track for all schools to be extended schools by 2010.

Developing the skills of faith leaders

To help develop the skills of faith leaders as community leaders, the DfES will support the development of an accredited CPD programme for faith leaders to be piloted from September 2007.

This course, which will be developed with key educational and faith organisations, will be available to all faith leaders.

The course will cover a range of issues and skills including:

• financial management and leadership;
• child protection requirements; and
• community engagement.

The aim of the course is to help all faith leaders develop their organisations as sources of information and guidance at the heart of their communities.

Raising engagement and participation of Muslim young people

Through the Learning and Skills Council (LSC) and our Skills for Life strategy, we have established two research projects, carried out in 2005-06 and 2006-07, designed to improve our understanding of how we can better engage young Muslims in learning and how to improve our strategies to achieve this.

English for speakers of other languages (ESOL)

A key element of the Government's strategy for building community cohesion is the development of strong and positive relationships between people from different backgrounds. The ability to understand and communicate in a common

Case study: Museums and galleries

Reaching Out/Drawing In

The National Portrait Gallery's Reaching Out/Drawing In community education programme, principally supported by the Heritage Lottery Fund, consisted of six outreach projects over three years, each of which involved work with a particular community.

For example, developed in partnership with the Chinese Arts Centre in Manchester, Cherish evolved out of three community-based projects working with families in Glasgow, Manchester and London.

Using the National Portrait Gallery collection, the participants explored how families are represented in family portraits and how we document our own families in family albums. Displayed alongside the new work by the participants and Chinese photographers were works from the National Portrait Gallery collection, which reveal a range of ways in which the family is portrayed.

The resulting exhibition between September 2006 and March 2007 was a celebration of family and cultural history, which helped to raise awareness and understanding of the Chinese community among the wider community.

language is clearly central to this. More information about our progress in this area over the past year can be found in Chapter 2.

Culture and sport

Cultural and sporting activities and services can be powerful tools to engage all sections of the community and break down barriers.

Marginalised groups are often more willing to engage with such activities than other government-funded activities. Sport and sporting events can bring people from different communities together to share positive experiences and gain greater understanding of each other.

Cultural services can fulfil the vital role of providing real and virtual spaces where people from different backgrounds can meet together as equals, to explore the important issues of 'who we are' and 'where we want to go'. This is especially important for our country's rapidly changing communities.

The reach of culture and sport is enormous, from events such as the Notting Hill Carnival and the Edinburgh Festival, which attract millions of people, to national sporting events, through to individual museums, village football teams, historic buildings and the local library.

Partnership working between national and regional museums

Since 2003-04, DCMS and DfES have jointly funded a programme to foster partnership-working between national and regional museums. While the primary focus of this work has been on developing educational opportunities, there has been a strong community focus to the programme, which has involved (and continues to involve) people from currently under-represented groups.

Moving Minds 4

The Imperial War Museum North worked in partnership with Blackburn Museum and Art Gallery, Cumbria Archives and Synergy TV during 2006-07 to create Moving Minds 4.

The overall aim of the Moving Minds 4 project was to develop an inter-generational learning programme by working with young people, school pupils and Second World War veterans in the North West including Asian servicemen, the Cumbrian Home Front and services' veterans.

The project investigated themes of personal identity and conflict and helped to develop understanding between people from different communities.

Exploring image and identity

The Museum, in partnership with five regional museum services across England and the children's charity, NCH, worked with primary and secondary schools, NCH groups and looked-after children's units during the 2006-07 academic year, to explore the theme of the image and identity of other cultures and generations in more depth.

The partner museums engaged with the children and young people to explore the themes of image and identity in a range of activities linked to the Year of Islamic Culture.

The Sultan's Elephant

Culture and sporting activities contribute greatly to the quality of life for many people and are often at the centre of community life, bringing people together, breaking down barriers and promoting understanding. It is also important that cultural and sporting opportunities are open and accessible and that everyone has the opportunity to make the most of their talents and abilities.

The Department for Culture, Media and Sport (DCMS) has key Public Service Agreement targets, covering 2005-08, to raise participation in its cultural sectors among priority groups, which include:

- disabled people;
- people from Black or minority ethnic groups; and
- those in lower socio-economic groups.

For the Public Service Agreement sport target, women are also defined as a priority group.

To achieve these targets DCMS works closely with partners including:

- Arts Council England;
- English Heritage;
- Sport England;
- our sponsored museums; and
- the Museums, Libraries and Archives Council.

Integration of refugees

The Gateway Protection programme

The Gateway Protection programme is a partnership between the Home Office and the United Nations High Commission for Refugees. It provides a route to the UK for refugees, who are usually survivors of torture, rape, or other severe trauma. Often they have been trapped in squalid camps for a decade or more, where they have remained vulnerable to further violence or abduction.

The programme's aim is to take up to 500 refugees a year. A total of 660 refugees have been resettled under the programme since July 2003. Local authorities who have participated in the programme are Bolton, Brighton, Bury, Hull, North Lanarkshire, Norwich, Rochdale and Sheffield.
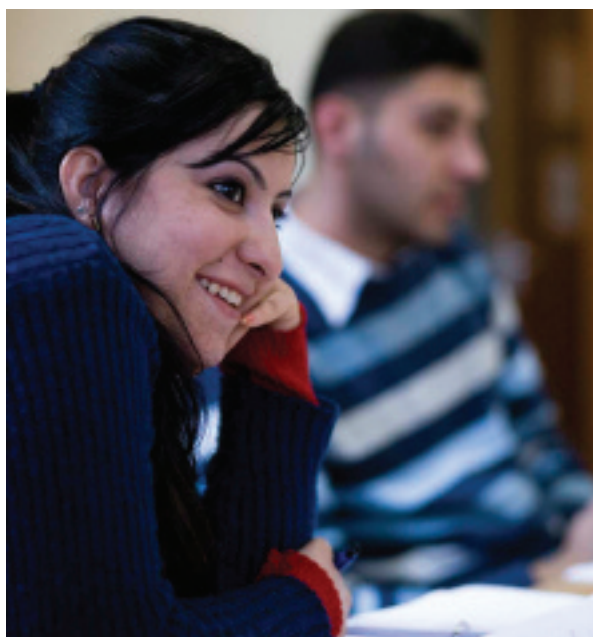
The success of Gateway Protection has led to local authorities agreeing to re-run the programme and accept more refugees.

Establishing support networks
Under the programme, the Home Office works alongside the local authority at an early stage to establish support networks; such as:

- cultural orientation classes;
- one-to-one casework support; and
- move on strategies.

These have enabled the refugees to integrate; for example, many of the refugees who arrived in Sheffield found employment and attended work placements and vocational training courses.

Participants in the Gateway Protection programme

The Gateway Protection programme encourages the people it brings to the UK to support each other during their integration and to become increasingly independent. Individuals who arrived in the first group volunteered to support the second group of arrivals and worked alongside the voluntary organisation that provided the casework support.

Two awards for Bolton LEA
The educational support provided by Bolton Local Education Authority under the programme has won two awards commending its work. The authority helped establish Starting Point, which has operated as a school since 2004 and is used by the new arrivals for a term. The project has

now expanded to provide education for 16–17-year-olds.

The Sunrise programme

The Sunrise programme, started by the Home Office in October 2005, provides individual support for the integration of refugees.

A personal integration plan helps new refugees to meet critical needs such as housing, health education as well as ensuring that they have access to mainstream benefits and employment advice.

Sunrise is currently being piloted in west London, Croydon, Manchester, Leeds, Sheffield and Scotland and is available to new refugees living in these areas.

Sunrise reduces the strain on public services by facilitating refugees' access to the employment market, thereby enabling them to contribute to the economy and their communities. By December 2006, over 1,100 refugees had taken up the service.

Time Together mentoring project

The charity Timebank has been funded by the Home Office to run the Time Together mentoring project at 24 locations in the UK.

Time Together matches refugees with a volunteer mentor from the host community to help with integration.

Volunteer mentors spend five hours a month supporting, encouraging, motivating and guiding their refugee mentees as they seek to achieve goals in education, employment and integration. So far, over 740 refugees have been successfully matched to mentors.

Refugee integration strategy

The approaches adopted in the Sunrise and Time Together projects are key elements in plans for future refugee integration services.

Advice and support for refugee community organisations

Another important element will be a consultancy service providing advice and support for those who are running or planning to establish refugee community organisations. This support will, among other matters, enable these organisations to be effective in securing local funding and further building capacity.

Measuring the success of refugee integration

Integration Matters was published in 2005 as the Home Office integration strategy and it set out a number of high-level indicators to measure the success of refugee integration.

Following the winding-up of the National Refugee Integration Forum, which formed a central part of this strategy, the Border and Immigration Agency plans to issue a revised policy statement on integration in the near future.

The Border and Immigration Agency is in the process of changing how it funds the delivery of refugee integration services. Currently, most of its refugee integration budget funds a number of major voluntary sector organisations that work with refugees, as well as a number of relatively small-scale integration projects.

Ensuring uniform support nationally

Although providing valuable learning in terms of innovation and good practice, the disparate nature of the current provision means that the availability of services is inconsistent and depends on where a refugee is living when that he or she is granted refugee status.

Funding for refugee integration is to be redirected to ensure that uniform integration support is available nationwide according to a standard model. This follows public consultation about proposals, which were broadly welcomed by stakeholders.

The key challenges for creating a shared sense of belonging

Our key challenges include:

- introducing new refugee integration arrangements, including a consultancy service, providing advice and support for those running or planning to establish refugee community organisations;
- introducing, from September 2007, a new duty on schools to promote cohesion that builds on existing good practice; and
- training for faith leaders and implementation of proposals for a CPD programme for faith leaders of any faith that would cover management development, child protection requirements and community engagement. This will help religious centres to become more active sources for information, guidance and community services.

3.2 Tackling racism and extremism

The background to our work

Established communities can feel uneasy with the changes that are happening. They hear and believe stories about new arrivals or ethnic minorities getting preferential treatment and develop a sense of grievance. Myths can take hold.

How we respond to increased diversity and how we take on and defeat extremism are major challenges for the Government and for society as a whole.

Racism and hate crimes are unacceptable, and can seriously damage community cohesion by creating or exacerbating tensions between different communities. Hate crimes, motivated by racism, homophobia or prejudice against those

Case study: Broadlea Estate

Local projects to tackle hate crime can have a positive impact on local communities.

Residents on the Broadlea Estate in Bramley, West Yorkshire, had been increasingly voicing their concern about the level of racially motivated hate crime and anti-social behaviour in their area, which was also identified by the police and other agencies as a 'hotspot'. Communities and Local Government provided a grant of £10,000 to help various local partners to tackle the issue and deal with the growing concerns of the local residents.

Following the implementation of the action plan in 2006-07, there was a 50 per cent reduction in hate crime incidents and a 76 per cent reduction in anti-social behaviour over a six-month period. Outreach work on racial tension was undertaken with young people and awareness days were held with local residents and young people on diversity and community cohesion.

with disabilities or a particular belief, for example, are an attack on the community as well as on the individual because these crimes can promote fear among a whole group of people. Although incidents are down significantly over the past decade, tackling racism and hate crime remains a top priority.

Over the past year, the Government has identified various strands of work to tackle racism and extremism.

Leadership training offered to local authorities

Leadership training, under the auspices of the Institute of Community Cohesion, has been offered to local authorities targeted by extremism.

Several local authorities have been offered media training and myth-busting training on issues that threaten cohesion. Breaking down barriers between people of different backgrounds and

promoting understanding is also a key part of our work and we are supporting two projects:

- the borough of Blackburn with Darwen, which will promote understanding between young girls of different faiths; and
- Beeston in Leeds, which aims to increase understanding of and build leadership among young Muslims.

Our progress during the past year

Tackling hate crime

Tackling hate crime remains a priority for the Government. Communities and Local Government and the Home Office co-chair a cross-government taskforce to tackle hate crime.

As part of this initiative, the Home Office has produced guidance for practitioners on homophobic hate crime. There are plans to follow this up with guidance on hate crimes relating to faith and disability.

Communities and Local Government is supporting the development of a magazine by the Searchlight Educational Trust for young key stage 4 pupils about their experience of hate crime and its effects. The magazine will also draw out positive experiences young people have had in tackling racism and prejudice.

The growing impact of Islamophobia is the focus of a project currently under way in London that will look at the impact of Islamophobia on young people and women and how this manifests itself.

The project hopes to identify the key causes of Islamophobia and how to encourage increased reporting.

Tackling racist bullying – online guidance for schools

Online guidance for schools on tackling bullying related to racism, religion and culture was published by DfES in March 2006.

The guidance is designed to support schools in preventing and responding to this kind of bullying, suggesting discussion topics and activities to stimulate debate and spark activity that involves the whole school community. It also provides advice and materials to help schools address the bullying of Travellers, refugees and asylum seekers, and how to deal with anti-Semitic and anti-Muslim abuse.

The guidance can be found on the TeacherNet website at: www.teachernet.gov.uk/racistbullying

Guidance on preventing extremism in colleges and universities

Through the Association of Colleges, guidance has been issued on community cohesion and how to handle conflicting rights on college campuses. In addition, London colleges are producing specific good practice guidance on working with the police in preventing extremism. Guidance on building community cohesion and tackling violent extremism has also been issued to all universities.

Reporting racist incidents

If racist incidents are not dealt with effectively, they may undermine cohesion by creating or exacerbating tensions between ethnically different communities. It is therefore vital that people feel able to report racist incidents; and that such incidents are dealt with effectively. The DfES guidance on recording and reporting racist incidents (December 2006) aims to offer advice to maintained schools and local authorities on how to improve procedures for recording and reporting racist incident. During 2007/08 we will be reviewing the Race Equality Scheme and to what extent local authorities use racist reporting data to help improve on race equality policies in schools. We will also be reviewing the role of

relevant bodies in supporting schools in meeting their duties under the Race Relations (Amendment) Act 2000.

The Leeds Racial Harassment Project helpline pilot

The pilot was established to determine how best we should respond to Recommendation 16 of the Stephen Lawrence Inquiry about improving the reporting and recording of racist incidents.

The Leeds pilot has promoted the helpline as a way of tackling race crime and other forms of crime. This reflects information from the Leeds Project team and local authorities in the region that people respond more favourably to a helpline that covers a range of issues.

The Home Office-led Racist Incidents Group has considered a draft of the evaluation report which sets out a quantitative and qualitative assessment of the line.

Communities and Local Government is working to consider whether to develop a model providing national coverage with, among others:

- the Single Non-Emergency Number;
- The Monitoring Group;
- Victim Support; and
- the Commission for Race Equality.

The next steps are to finalise the report and present the findings to Ministers with recommendations on how this can be taken forward.

The Racist Incidents Group is planning to follow up this work with a national study and literature review to:

- look at reporting structures across the country; and
- draw out common themes.

Reporting of incidents of Islamophobia

Initial findings from the research indicate that young Muslims between the ages of 13 and 19 are unsure what the term 'Islamophobia' means.

They are far more likely to identify incidents as being 'racist'.

Since the July 2005 bombings, young Muslims feel more vulnerable. They are often called 'terrorists'. Despite encouragement from the Muslim Safety Forum (MSF), many young people are reluctant to report incidents to the police.

The MSF is a body representing a range of national and regional Muslim organisations. It is involved in scrutinising police activities affecting the Muslim community and it has set up an online reporting facility that a number of young people have started to use.

Some examples of young people's experiences after 9/11 and the 7/7 bombings.

'Where I live now, after 9/11 our car has been vandalised and has had like "bombers" written all across it. It's Islamophobic abuse, because it said "bombers". Where I live people are very ignorant. About eight months ago a child threw stones at me. I reported some of these crimes'.

'One particular thing I noticed, a colleague of mine who I get on with really well. He was relating an incident on the tube. I know him very well and he isn't racist at all but this was classic Islamophobia. He saw this guy, Muslim guy, get on to his carriage and he just got off and went to the next carriage. He said he knows it's wrong but he said in the current climate the way things are he felt he just doesn't want to risk it. He felt that if he sees someone with, like, a certain profile he just would go to the next carriage.'

Anti-Semitism Inquiry report

The All-Party Parliamentary Inquiry into Anti-Semitism was launched in 2005 to gather written and oral evidence of anti-Semitism in Britain. The inquiry published a report of its findings in September 2006.

Case study: Myth-busting – Royton Assembly Hall

Pamphlets appeared in Royton claiming that the Royton Assembly Hall was being purchased by an Asian businessman and was going to be turned into an Islamic centre.

On hearing this, the Oldham Metropolitan Borough Council released a robust statement and sent in local mediators trained by Mediation Northern Ireland to host a series of meetings with local people. They were given the opportunity to talk to the local developer, Whispers Developments, who was able to assure the local community that there were no plans to turn the Royton Assembly Halls into an Islamic centre.

The community was further assured that the hall would remain open to all and that the refurbishment and upgrade would have a positive impact on the community as a whole.

The Government's formal response to the inquiry was published in March 2007 and outlined new work to:

- improve recording and reporting of anti-Semitic incidents;
- review and strengthen the prosecution process;
- accelerate work to confront extremist groups who spread hate;
- promote community cohesion through education about different faiths.

The Government recognises and shares the Jewish community's concerns about a rise in anti-Semitism in the UK and across Europe and the response underlines the importance of societyto consider whether to develop a model providing national coverage. coming together toto consider whether to develop a model providing national coverage. adopt a zero-tolerance approach to anti-Semitism.

Race for Justice Taskforce recommendations

As a result of recommendations from the Race for Justice Taskforce report in June 2006, a steering group comprising senior representatives of criminal justice system agencies and an advisory group comprised of representatives from each diversity strand has been established to take forward the recommendations and improve the service offered to victims of all types of hate crime.

Actions that have been taken to date as a result of the taskforce recommendations are:

- agreement by the Judicial Studies Board for the inclusion of hate crime in judicial training packages; and
- work on developing the minimum standards that victims of hate crime can expect from the Criminal Justice Service's agencies.

Key future milestones include:

- establishing common definitions, monitoring categories and reporting methods nationwide;
- implementation of the minimum standards; and
- implementation of effective victim and community engagement procedures.

Media reporting of race, cohesion and faith matters

The 2005 booklet *Reporting Diversity*, which offers advice to editors and journalists on reporting race, cohesion and faith matters, has prompted moves within the media to address diversity inside and outside the newsroom. This has included the setting up of a Journalism Diversity Fund, established to help attract minority ethnic students into journalism training.

Reporting Diversity has also become a model for guidance on reporting other sensitive issues such as poverty and mental health.

The Society of Editors, which along with Media Trust co-produced *Reporting Diversity*, has been working with the British Council in Sofia, Bulgaria, to help establish a dialogue in the Bulgarian

media about diversity issues, particularly with regard to the marginalisation of the Roma community.

A one-day seminar on diversity was held in November 2006 and the British Council is planning to produce a Bulgarian version of *Reporting Diversity*.

Training in myth-busting

Communities and Local Government is working with the Institute of Community Cohesion and Media Trust to train a number of local authorities in myth-busting.

The training helps local authorities to identify 'myths' that have a negative impact on community cohesion. Myths can take the form of dangerous rumours or deliberate mischief-making that people believe. Local authorities have been given advice on how to build better relationships with local media, which often has more influence on communities than the national media.

We are well aware that some communities feel that they are less favourably treated than others, which can challenge community cohesion. We have produced a set of fact cards to rebut some of the misconceptions and myths people have about housing allocation, healthcare, employment and immigration. The fact cards were published at the end of March 2007.

Communities and Local Government has also funded Media Trust to provide a two-day training course in Birmingham with the communications managers from a number of local authorities that saw significant gains in the last local elections by far-right groups. The purpose of the training was to equip the managers with the skills to combat negative myths and news stories spread by far-right groups.

Combating far-right extremism

We are working with a number of community-based organisations on combating far-right extremism. This work involves supporting projects that give young people from all communities and

Case study: Barking and Dagenham

The Raising Aspirations and Achievement project in Barking and Dagenham is an innovative project based on the very successful Bermondsey Boys Project, which was designed by the From Boyhood to Manhood Foundation and the Bacon's Technology College.

The pilot project is offering 40 White boys in Year 9, from two schools in Barking and Dagenham, an opportunity to:

• develop a positive self-image;
• raise their exam performance; and
• raise their aspirations for the future.

After the initial programme, the boys will be tracked to their GCSEs and to further education and employment.

faiths the opportunity to engage with each other and to build their self-esteem.

The key challenges ahead in tackling racism and extremism

Our key challenges include:

• reducing the incidents of hate crime while ensuring that communities feel empowered to report incidents to the police;
• ensuring that all hate crime is condemned and that there is no justification for condemning one form of hate crime, such as Islamophobia, while condoning another, such as anti-Semitism;
• ensuring that extremism, whether, faith-based or from the left or right, is challenged; and
• ensuring that young people have the opportunity and a 'safe' space to discuss extremism in all its forms.

Case study: South Leeds High School

A school in Yorkshire that one of the London bombers attended had witnessed violence and racism since early 2000. This was further exacerbated by the 7/7 attacks as communities were polarised by these events.

With funding from Communities and Local Government, the Tim Parry Johnathan Ball Foundation for Peace worked with the school and local youth service to look at the causes of the conflict.

Racism was cited by 98 per cent of young people and staff surveyed as the main cause of the conflicts taking place inside and out of school.

The conflict audit helped to inform and underpin the design of a comprehensive leadership development programme for the students. The project covered three key themes:

• leadership;
• conflict resolution; and
• the foundation's Open College Network (OCN) programme, 'Self-Awareness and Identity'.

Young people were involved in an intensive week-long leadership programme that allowed them to explore everything from personal identity and prejudices to problem-solving, while looking at the real issues experienced in school.

All 72 pupils on this intensive course:

• received certificates of achievement, all passing the OCN element of the programme – equivalent to an NVQ Level 1; and
• became peer mentors at their school.

In addition, 18 members of staff received conflict resolution training and support in managing conflict in school.

The school's Senior Management Team and the School Project Leader commented that 'Everyone in the school is very excited about the project ... We have had no major racial incidents in school since the project started ... The quality of delivery is exceptional.'

The follow-up work with students took place in February 2007 and the foundation worked with the school and youth service in developing long-term strategies to ensure that learning is disseminated as widely as possible.

The impact of the programme on the students was considerable. Their engagement went beyond personal achievement and the students approached the Government Office for Yorkshire and the Humber for further funding to increase the work the foundation is able to carry out with them at school.

With support from foundation staff, they planned and delivered an Enrichment Day to their entire school (1,400 pupils), giving a flavour of the discussions, workshops and games they themselves had taken part in during the programme. This was received very well.

Leadership programme delivered by the Tim Parry Johnathan Ball Foundation for Peace

3.3 Supporting areas experiencing challenges to cohesion

The background to our work

We continue to provide targeted support to local areas that experience community cohesion challenges, as well as work on a wide range of issues at national level.

Our progress during the past year

The Cohesion and Faiths Unit in Communities and Local Government has again funded a wide range of cohesion projects across the country over the past year, working with the Government Offices to:

- support particular local areas at risk; and
- identify projects which can offer emerging good practice for cohesion practitioners across the country.

Supporting local areas experiencing particular challenges

Over the past year, we have worked with a range of local areas that have experienced challenges to cohesion, whether resulting from disputes between individuals or communities; or relating to events such as arrests for terrorism offences.

We have worked with Government Offices for the Regions to offer expertise and support and to identify practitioners with particular skills (such as mediation, community engagement or conflict resolution) who can help a local area to address specific issues. For example, in one town where agencies had not considered there to be a cohesion issue, events meant that there was a sudden threat to cohesion and a concern among local people about the cohesiveness of their community. We:

Case study: Unity Peacemakers, Peterborough

The Unity Peacemakers project, which received financial support from Communities and Local Government, works with young people aged 16–21, from a range of ethnic backgrounds, in and outside of school, to train them to act as peer peacemakers.

The project was created as part of Peterborough's response to the cohesion challenges arising from the significant and increasing diversity of the city.

The young people involved were specifically invited to join the project because they would have credibility with their peers. They are supported in their peer peacemaker role by youth workers from Peterborough Youth Service.

Participants received certificates marking their completion of a two-day training course in London. They were able to discuss cohesion issues affecting Peterborough with representatives of the City Council and the local police borough commander.

The programme has had positive outcomes such as an increase in interaction at a local tertiary college between people from different ethnic groups.

Councillor Matthew Dalton said: 'Unity Peacemakers is an exciting project because it is going to the heart of what causes racial tensions between different groups of young people. It also gives young people the skills to address issues themselves and prevent further tensions in the future.'

Police Divisional Commander Chief Superintendent Paul Phillipson said: 'Unity Peacemakers is a really innovative project because it has the potential to make a huge, really positive impact on community safety and social cohesion in Peterborough.'

Case study – Everybody Counts, Kirklees

The Everybody Counts programme delivers one-day workshops on welcoming diversity and reducing prejudice to frontline staff and community members in Kirklees. It uses the Diversity and Prejudice Reduction model developed by the National Coalition Building Institute (Silver Award winners at the British Diversity Awards).

Everybody Counts also helps communities to forge alliances and to help service delivery staff deal effectively with conflict.

We supported the programme to train, free of charge, 25 new trainers, 15 of whom were from community and voluntary organisations, and to deliver three courses in areas of particular need, training 60 individuals over the course of the year.

- supported senior leaders in local agencies in identifying a way forward;
- provided local agencies with information, evidence and guidance on developing work to promote cohesion and identified where national projects could be delivered locally;
- provided immediate resources to allow timely 'quick win' projects to go ahead;
- facilitated contact between local agencies and other areas of Whitehall to assist them in addressing the challenges; and
- provided an expert in community engagement to design a comprehensive strategy for working with communities to promote cohesion and facilitate meetings for local partners.

Funding local and regional projects

Communities and Local Government has worked with Government Offices for the Regions to identify and fund over 30 locally and regionally focused cohesion projects, with the aims of:

- addressing challenges identified by research; and
- developing and supporting good practice.

Projects supported include work on conflict resolution, myth-busting, and work to develop new models of community leadership.

Tension monitoring

We have continued to work this year with:

- the Association of Chief Police Officers;
- the National Community Tension Team;
- Government Offices for the Regions; and
- local practitioners,

to increase familiarity with tension monitoring processes and to improve skills so that practitioners have good information with which to make judgements about how best to work with communities.

We have held good practice events for practitioners from six of the nine Government Office regions. Events have involved practical exercises based on real life issues and presentations from expert practitioners sharing their experiences and emerging practice.

Community Conflict Resolution Training

Conflict tends to emerge in deprived areas about limited resources or the perceived preferential treatment of one group over another.

The initial community conflict resolution training delivered by Communities and Local Government and Neighbourhood Renewal Advisors (NRAs) to areas experiencing challenges to cohesion was well received.

A formal evaluation of this training was carried out and the findings showed a desire for a more tailored approach for each area. Neighbourhood Renewal Advisers are now offering a package of training and support on the issues that an area identifies as being of particular concern.

Local leadership key to community cohesion

Local leadership is key to community cohesion and we remain committed to improving the overall quality of local leadership.

We continue to work with the Institute of Community Cohesion (iCoCo) to build the capacity of local cohesion, and communication team leaders, in a number of local authorities. The work contributes to best practice and affords local authorities the opportunity to interact and exchange ideas about what has worked in their areas.

Each local authority is given the opportunity to explain the key issues facing their area. They are then encouraged to put together an action plan on how they can best tackle the problem. The plan is assessed by iCoCo, which then provides each area with targeted support.

Leadership project in Oldham

The grant given to the leadership project in Oldham supported their work with Mediation Northern Ireland and trained a number of members of the local strategic partnership and civil society in mediation skills.

The mediation training has already helped Oldham to deal with potential conflict over Royton Assembly Hall (see case study on page 80) and mediators also played a key role in giving women a voice in Glodwick, an area with a high Black and minority ethnic population. The project helped women from across the generations to meet and discuss where they had the strongest voice – at home, in the mosque or at school.

A 'safe space' for young people in Beeston

Apart from strengthening the leadership skills of people in local government, Communities and Local Government is also funding a project at the Hamara Healthy Living Centre in Beeston, Leeds, which is aimed at giving young people a 'safe space' to engage with each other.

Case study – Media Mythbusting, Leeds and Sheffield

The Refugee Council identified that unfamiliarity and a lack of experience with the British media meant that refugee community organisations were not able to engage with media outlets and offer positive stories to help counter the myths which develop about immigrant communities. In fact, local media outlets are keen to hear refugees' stories and welcome more input from the community organisations.

The pilot project we supported in Leeds and Sheffield offered 14 hours a week expert support from the Refugee Council, working with refugee community organisations to develop positive stories and myth-busting in a proactive way in local and national media.

This space will enable disenfranchised young people to meet and explore the issues of Islamophobia and race and faith hate crime. The project also aims to equip young people with the skills to act as a role models and advocates. The project also hopes to empower young people to engage with local authorities on the delivery of services.

New migrants

Migration for work has increased in recent years. The overwhelming evidence suggests that migration has a positive impact on economic growth. Migrants from the new EU accession countries have filled labour shortages and skills gaps, including those in key public services such as the NHS and social care, as well as jobs in agriculture and food processing where it has been difficult to find workers.

Some areas have found that the arrival of new migrants, and the response from settled communities to newcomers, rank highly in the challenges to cohesion.

The Audit Commission's report *Crossing Borders – Responding to the local challenges of migrant workers* looked at the benefits of migration and what we need to do to manage its impacts.

Sharing good practice programme

Over the past year, Communities and Local Government has worked with the Audit Commission and the Improvement and Development Agency to share good practice on managing the impact of migration from the eastern European countries that joined the European Union in 2004.

The Commission for Rural Communities, the Local Government Association and other government departments such as the Home Office, DfES and the Department for Trade and Industry have also been closely involved in this work.

The objectives of the programme are to:

• identify existing migration good practice; and
• build capacity in local government.

We have worked with local authorities at each stage of this programme. Ruth Kelly (then Secretary of State for Communities and Local Government) held a round table discussion with local authority leaders and chief executives in December 2006 to identify the main migration issues. These included:

• enforcing housing and employment standards;
• partnership working between authorities and agencies;
• effective communications (for example, myth-busting, welcome packs and media management); and
• understanding the benefits of migration.

We held a national event for local authorities and other organisations, such as partnership organisations and voluntary and faith sector groups on 21 March 2007. This event highlighted recent research on eastern European migration and drew on practical examples of work that local authorities and their partners are delivering.

Toolkit available online

This good practice is available in our Migration Sharing Good Practice Toolkit at: www.communities.gov.uk or www.idea.gov.uk/idk/core/page.do?pageId=1

Additional coaching, mentoring and capacity building

This programme also provides coaching, mentoring and capacity building support to those local authorities that are inexperienced at managing the impacts of migration. This support is provided by other local authorities that are recognised as having good practice.

The scale and pace of migration may have particular impacts upon certain parts of the country, such as a demand for support needs for migrant workers and particularly those in low-paid, low-skilled jobs. The Government recognises these needs across the country and, particularly, the challenges for those areas, including some rural areas, that have limited experience in dealing with immigration.

The Government is working to ensure that the circumstances of rural people, communities and service providers are considered and reflected in its policy development.

The Department for Environment, Food and Rural Affairs (Defra) provides funding for a number of projects focusing on migrant workers through Rural Pathfinders and the Rural Social and Community Programme. These funding streams provide flexibility to allow local areas to develop expertise and deliver solutions to meet local needs.

The Commission for Rural Communities carried out a project to look at the challenges posed by migrant workers in rural areas to service providers and others, as well as the contribution migrant workers are making to local rural economies.

The Government has established a Migration Impacts Forum, jointly chaired by Home Office and Communities and Local Government ministers, to provide a forum for a regular dialogue with interested parties on the wider impacts of migration experienced by local areas.

The key challenges ahead in supporting areas experiencing challenges to cohesion

It is crucial that lessons are learned from past experiences of migration. Key among these is the importance of actively engaging the settled community and building mutual awareness and understanding. Clearly, there is a vital role for local authorities, particularly where conflict is exacerbated by competition for local public resources, for example scarce social housing.

The Government has a role to play in ensuring that local areas are aware of initiatives across the country and in encouraging them to adopt the best solutions to tackle their particular problems.

Although we have almost tripled the investment in ESOL (English for Speakers of Other Languages) courses, demand continues to outstrip supply.

Other challenges include:

- overcrowding in houses of multiple occupation;
- ensuring employment standards are upheld;
- the need for partnership working between authorities and agencies;
- developing communication tools (welcome packs, myth-busting, media management); and
- understanding data and the benefits of migration.

3.4 Engaging with faith communities

The background to our work

The Government recognises that faith communities play a key role at all levels of public life and greatly contribute to social and community cohesion through the values and activities that underpin good citizenship, such as altruism, respect for others, ethical behaviour and community solidarity.

Faith communities also play an essential role, alongside others, in building and supporting a society based upon mutual respect and an understanding between people of all faiths and none, and thereby reinforcing cohesion.

Our aim is to support and develop these roles and the contribution that faith communities make.

Our progress during the past year

Faith Communities Consultative Council

The Faith Communities Consultative Council has had four meetings in the last year and is beginning to embed its work in the priorities for Communities and Local Government. The agenda has covered a broad range of policy areas including:

- pandemic flu;
- Sunday trading;
- the role of faith communities in Local Public Partnerships;
- local interfaith forums;
- chaotic adults;
- supporting people;
- teenage pregnancy;
- the role of faith communities in emergency planning; and

- preventing extremism;
- the National Reducing Re-offending Delivery Plan;
- the Commission on Integration and Cohesion;
- the review of the third sector.

Two working groups are currently under way:

Emergency Planning Working Group

The Emergency Planning Working Group aims to publish guidance for emergency planners and for faith communities on how the resources offered by faith communities can be utilised in times of emergency.

Improving the role of faith communities in local public partnerships

The second working group is looking at routes to improve the role of faith communities in local public partnerships. The work of this group links into the broader Communities and Local Government commitment in the Local Government White Paper to work with national third sector umbrella bodies to establish a standard by which local third sector bodies should organise themselves to be effectively represented in local public partnerships. This work is under way.

Working Together project

The Working Together project, which aims to improve government departments' engagement with faith communities in matters of national policy, is being taken forward in conjunction with proposals to revise the guidance *Faith and Community* published by the Local Government Association in 2002. We are also linking this to work the Church of England is doing to improve the ways in which local authorities understand faith communities, with particular reference to the links between culture, ethnicity and faith.

Speaking directly to faith communities

We have stakeholder managers for the five main faiths. This enables ministerial and official engagements to be targeted effectively. The focus is on identifying areas for partnership working and managing our knowledge effectively.

We continue to fund and work in partnership with the Interfaith Network, which:

- represents the collective voice of all main faith communities;
- helps regional and local bodies to contribute to community cohesion; and
- motivates people through the Holocaust Memorial Day Trust to ensure that the horrors of the Holocaust are neither forgotten nor repeated.

Faith Communities Capacity Building Fund

The fund aims to support capacity building and interfaith programmes and increase the participation of faith communities in civil society.

The priorities for the second round of funding were citizenship and working with women and young people. The results from this second round were announced on 6 March 2007. There were 343 successful applicants from an overall figure of 1,229 organisations that applied and a total of £4.3 million is to be paid in grants.

Applications came from a wide range of faith, interfaith and non-faith based community groups, and those recommended for funding include:

- **Milun Women's Centre, Yorkshire and the Humber:** This project will develop and facilitate weekly discussion groups for Hindu, Sikh and Muslim women. They will organise a monthly interfaith informal meeting where women will meet to discuss issues, learn about each other's faiths and cultures and share experiences. The project will include various social and cultural activities as well as visits to local places of worship and other places of interest to the group.

- **Global Generation, London:** The Global Generator is a citizenship camp with follow-up workshops for young people primarily from a Muslim school, a Church of England youth group and the Liberal Jewish Synagogue. The programme draws on faith-based values and

experiences to understand the role of citizens and explores the strength of coming together to tackle environmental issues.

- **Across Communities, The Young People's Project, North East:** This project will use the grant to hold conferences and workshops offering training in faith, cultural awareness and diversity issues to young people to help them understand different faiths and cultures.

- **Kent Muslim Welfare Association, South East:** The association will enhance interfaith cohesion and shared citizenship among young people in disadvantaged areas of Medway, against the backdrop of continuing inter-community tensions. The Kent Muslim Welfare Association, at the head of an interfaith partnership, backed by the Inter-Faith Forum and facilitated by Medway Council, wants to implement a young people-led programme of sport, informal education and community engagement.

The evaluation of the first round of funding will be under way shortly, from which we expect to draw out best practice case studies.

The key challenges ahead in engaging with faith communities

We are now seeking ways in which we can develop partnership working with faith communities. We are focusing on:

- increasing faith communities' contribution to active citizenship and community cohesion, their role as agents of change within communities, and provision of services as part of the voluntary and community sector;
- drawing in the other faiths to work alongside, and support, Muslim communities in addressing radicalisation and extremism;
- developing the role of faith communities in wider social action and regeneration; and
- developing local and regional interfaith forums and structures, in line with the commitments we have made in the Local Government White Paper.

Chapter 4

The legal framework

**Improving Opportunity,
Strengthening Society**

Chapter 4: The legal framework

4.1 The background to our work

This chapter outlines how the Improving Opportunity, Strengthening Society strategy is supported by a robust legal framework. It also explains more about the work of both the Commission for Racial Equality and the new Commission for Equality and Human Rights, which comes into being later this year.

Key anti-discrimination legislation

This country has some of the most comprehensive anti-discrimination legislation in Europe.

There are a number of key pieces of anti-discrimination legislation that make it illegal to discriminate against anyone on the grounds of:

- disability;
- race;
- religion or belief;
- gender;
- age; or
- sexual orientation.

Within the protected grounds of race and religion or belief, the most significant pieces of legislation are:

- Race Relations Act 1976;
- Disability Discrimination Act 1995, 2005;
- Sex Discrimination Act 1975, 1986;
- Equal Pay Act 1970;
- Race Relations (Amendment) Act 2000;
- Employment Equality (Religion or Belief) Regulations 2003;
- Equality Act 2006 (Part 2 – Discrimination on Grounds of Religion or Belief);
- Racial and Religious Hatred Act 2006; and
- The Race Relations Act 1976 (Amendment) Regulations 2003.

The Race Relations Act 1976

The Race Relations Act 1976 (RRA) is the cornerstone of domestic race legislation. It protects people against discrimination on racial grounds in the following main areas:

- employment (including vocational training);
- education;
- housing;
- goods, facilities and services; and
- the work of public authorities.

The RRA contains certain specific exceptions to these protections within its provisions. For instance, for reasons of a genuine occupational requirement an actor of a specific colour may be required to fill a certain role for the sake of authenticity. However, the exceptions throughout the RRA are strictly limited to go no wider than is absolutely necessary.

Discrimination on racial grounds protects people from discrimination on the grounds of:

- race;

- colour;
- nationality;
- ethnic origin; and
- national origin.

The Race Relations (Amendment) Act 2000

The Race Relations (Amendment) Act 2000 extended the scope of the original RRA, by making it clear that bodies carrying out public functions are not permitted to discriminate on racial grounds, and must in fact combat unlawful racial discrimination.

The 2000 Act placed a **general duty** on public authorities to promote:

- equality of opportunity; and
- good relations between people of different racial groups.

Around 43,000 public bodies, including government departments, local authorities and police forces, are subject to this duty.

The Race Relations (Amendment) Act 2000 also introduced certain specific duties to support better performance of the general duty. These **specific duties**, which apply to most public authorities, are to:

- undertake ethnic monitoring of workforces, including recruitment and progression;
- assess the impact of policies and services on race equality externally; and
- prepare a race equality scheme showing how the public authority is carrying out the general duty.

Employment Equality (Religion or Belief) Regulations 2003

These regulations prohibit discrimination in employment and vocational training on the grounds of religion or belief, including where the discrimination occurs because of a person's lack of religion or belief.

The regulations provide protection from:

- **direct discrimination**, where a person, on grounds of religion or belief, is treated less favourably than another;
- **indirect discrimination**, where a provision, criterion or practice has the effect of putting people of a particular religion or belief at a disadvantage that cannot be justified;
- **victimisation**, where someone is treated less favourably than others because, for example, they have complained of discrimination or have assisted someone else in a complaint; and
- **harassment**, or unwanted conduct that violates people's dignity or creates an intimidating, hostile, degrading, humiliating or offensive environment.

The Race Relations Act 1976 (Amendment) Regulations 2003

These regulations implemented Council Directive 2000/43 EC ('the Race Directive'). The regulations, among other changes:

- introduced an express statutory prohibition of harassment on the grounds of a person's race or ethnic or national origins;
- amended the definition of indirect discrimination; and
- changed the burden of proof.

Part 2 of the Equality Act 2006 – Discrimination on grounds of religion or belief

The provisions contained within Part 2 of the Equality Act 2006 complement the Employment Equality (Religion or Belief) Regulations 2003 and afford protection against discrimination on the grounds of religion or belief in:

- the provision of goods, facilities and services;
- the disposal and management of premises; and
- the exercise of public functions.

Part 2 of the Equality Act provides protection from direct discrimination, indirect discrimination and victimisation.

The measures address an imbalance that had emerged from case law under the Race Relations Act in which Jews and Sikhs were afforded protection in the areas outlined above while members of other, multi-ethnic religions were not.

The provisions within Part 2 came into force on 30 March 2007. The text of the Equality Act can be found at: www.opsi.gov.uk/acts/acts2006/20060003.htm

Further information and guidance about the Act itself can be found on the Communities and Local Government website at: www.communities.gov.uk

The Racial and Religious Hatred Act 2006

The Racial and Religious Hated Act 2006 creates a new offence of racial and religious hatred but is not yet in force. It is expected to be implemented in summer 2007.

Key institutions

Celebrating 30 years

In 2006, the Commission for Racial Equality (CRE) turned 30. They celebrated their achievements and looked ahead to the last year of the CRE and the birth of the new Commission for Equality and Human Rights (CEHR), through some of the highest-profile events held in their history and through the launch of major new publications and websites.

In November, the CRE staged a landmark event in international race relations – Race Convention 2006. Held at London's Queen Elizabeth II Conference Centre, the two-day event brought together over 1,000 race relations professionals

to hear 180 high-profile speakers across 44 sessions.

The convention featured sessions looking at the race relations agenda for the 21st century, not only in the UK but across Europe and globally, including integration, identity, globalisation, migration, diversity, human rights and anti-discrimination law, creating change without violence, the role of business in promoting equality, community relations, interfaith relations, extremism and free speech. Speakers included senior figures from across public life – government, politics, business, academia, the arts and the media – as well as several international experts.

Use of legal powers

In 2006, the CRE published the results of the inquiry into local authorities' race and community relations work on providing sites for Gypsies and Irish Travellers, and launched a formal investigation into physical regeneration projects across the UK. As well as working to make sure that the specific requirements of the race equality duty were met by a variety of organisations, the CRE also helped to resolve complaints about breaches of the general duty by organisations including colleges, police constabularies, local authorities and central government departments.

They also intervened in a number of legal cases, including three cases of potentially unlawful 'No Travellers' signs.

Under the RRA, public authorities have to comply with a set of obligations collectively referred to as 'the race equality duty'. In order to do this, they are given additional specific duties. The CRE has procedures in place to monitor and enforce compliance with the race equality duty. In 2006, the CRE dealt with 20 cases relating to breaches of the specific duties, and sent formal warning letters to 17 authorities, including three fire authorities, two local authorities and four Whitehall departments.

Commission for Equality and Human Rights

In October 2007 the CRE will become part of the newly established Commission for Equality and Human Rights (CEHR) (see below). The CRE is working hard to ensure that the transition is smooth, and that the CEHR has the right mix of skills and experience. They are also working to ensure that the CEHR has a solid foundation from which it can develop a sustainable and long-term programme of interventions.

4.2 The key challenges ahead

Commission for Equality and Human Rights

From October 2007, the Commission for Equality and Human Rights (CEHR) will be a new, influential and independent body championing equal and fair treatment for all, and promoting respect, human rights and dignity for every man, woman and child in the UK.

Established by the Equality Act 2006, the CEHR has a key part to play in delivering a wider programme of reform on equality, alongside the Equalities Review and the Discrimination Law Review (see below).

As UK discrimination law has extended in recent years beyond issues of race, gender and disability to cover religion and belief, sexual orientation and age, so the need has increased for more effective promotion and enforcement of people's rights.

The CEHR will fulfil that role, bringing together the work of the CRE, the Disability Rights Commission and the Equal Opportunities Commission into one place, and taking on new responsibilities covering all areas of discrimination law.

As well as combating discrimination and promoting equality, the CEHR will have two other functions:

- promoting good relations between groups (with particular regard to race relations, and relations between groups defined by religion or belief); and
- promoting human rights.

While moving forward with an integrated approach to equality and human rights, the CEHR will give its full attention to the specific needs of individual groups.

The mission, values, structures, processes and strategic plan of the CEHR will reflect its requirement to take forward specific priorities with appropriate expertise, as well as delivering the benefits of integration.

Consulting on its strategic plan

The CEHR is required by law to prepare a strategic plan setting out its proposed activities, together with timetables for taking these activities forward and details of how it will prioritise its work.

The Equality Act 2006 also included a requirement that the CEHR consult on its strategic plan in order to make the organisation relevant to those that it serves. There will be an opportunity for individuals, groups and stakeholders to have their views and needs reflected in the work of the Commission.

Under the Equality Act 2006 the CEHR must set up three statutory committees (with decision-making powers): one each for Scotland and Wales and one for the Disability Committee. The CEHR is currently recruiting members for the statutory committees, and appointments are anticipated over the summer. The Act also allows the CEHR to establish other committees with decision-making powers as well as advisory committees.

Chair and Commissioners

Work is well under way to set up the CEHR. Trevor Phillips was appointed Chair in September 2006, bringing with him expertise on race equality issues gained as Chair of the CRE. A team of ten Commissioners with a wide range of interests and backgrounds has also been appointed to work with him – with the possibility of up to four more Commissioners being appointed during the summer. Dr Nicola Brewer took up her appointment as Chief Executive in March 2007 and is, *ex officio*, a member of the CEHR Board.

The Chief Executive and the CEHR Transition Team continue to work closely with the CRE and community representatives on race equality issues to build further on the legacy of the CRE's good work.

Work is continuing on religion and belief issues to make sure that the CEHR develops expertise which will enable it to adequately fulfil its role.

Reaching out to new stakeholders

Recognising the wide remit of the CEHR, and the scope it has to impact on many areas of national life and in localities, the Commission will seek to reach out to new and different stakeholders to help it serve modern Britain's increasingly diverse population and workforce.

The Equalities Review

The final report of the independent Equalities Review, *Fairness and Freedom,* was published in February 2007. The report warned that, despite significant progress achieved over the past 60 years, some kinds of inequality are set to remain at intolerable levels, and called for new approaches to tackling discrimination and disadvantage.

The report recommended ten steps to greater equality, including:

- a new working definition for equality, centred on the freedom people have to flourish;

- the development of an Equality Scorecard based on ten dimensions of equality, including health, education and participation, influence and voice;
- a simpler legislative framework;
- new flexibility for employers to use positive action; and
- targeted action on persistent inequalities in the areas of early years and education, employment, health, and crime and criminal justice.

The full report, as well as a summary of its findings and the supporting documents, is available on the Equalities Review website at: www.theequalitiesreview.org.uk

The Government has announced that it will formally respond to the review's recommendations in the autumn.

The Discrimination Law Review and the introduction of a Single Equality Bill

In order to simplify and modernise discrimination law and to make it more coherent and consistent, the Government has committed to introducing a Single Equality Bill during this Parliament. The aim of the new Bill is to address inconsistencies between the current separate anti-discrimination laws.

These separate laws currently make discrimination unlawful on the grounds of race, sex (including gender reassignment), disability, sexual orientation, religion or belief, and age.

The aim is to bring these laws together into a modern, streamlined legislative framework, making the law more effective and making it easier for people to understand their rights and responsibilities.

To ensure the delivery of this Single Equality Bill, the Government announced in February 2005 the establishing of a Discrimination Law Review.

Proposals for the Single Equality Bill have been developed in consultation with a wide range of stakeholders including:

- business and financial organisations;
- equality lobby groups;
- Commission for Racial Equality;
- Equal Opportunities Commission;
- Disability Rights Commission; and
- local government organisations.

Advice has also been sought from a wide range of experts, academics and practitioners on employment, equality and discrimination issues in a number of ways, including:

- taking receipt of a number of preliminary submissions; and
- holding a series of in-depth seminars in September and October 2006 to discuss key issues.

The proposals for the Single Equality Bill were published for public consultation in June 2007. The consultation is available at the following web address: www.communities.gov.uk/index.asp?id=1017165

Chapter 5

Working in partnership

**Improving Opportunity,
Strengthening Society**

Chapter 5: Working in partnership

5.1 Working regionally and locally

The background to our work

Many members of Black and minority ethnic communities are already thriving in Britain today, but the picture is not uniform: certain communities still suffer poorer outcomes in education, the labour market, housing, health, and the criminal justice system (please see Chapter 2).

We therefore want to be able to provide, wherever possible, a framework that regions and local areas can tailor to meet the specific needs of their respective communities. This process will help to meet the individual needs of particularly disadvantaged communities rather than treating all minority ethnic communities in the same way.

A key part of this work involves building productive working relationships with national, regional and local voluntary and community organisations which have extensive experience of reducing inequalities and increasing cohesion.

Communications – in terms of listening, engaging and seeking feedback as well as being able to effectively set out our priorities, the rationales behind them, and progress to date – are also an essential part of this work.

This chapter therefore sets out our progress in:

- working with stakeholders at regional and local level;
- supporting the voluntary and community sector; and
- communicating what we do.

Our progress during the past year

Working with stakeholders at regional and local level

Priorities at regional level
During 2006, we agreed priority templates with each regional Government Office, setting out how they would work with us and local areas to deliver on:

- reducing inequalities;
- improving cohesion; and
- changing perceptions.

This year, these templates have been revised to ensure a stronger focus on race and community cohesion targets during 2007. Priority templates have now been agreed and signed by all Government Offices and are in the process of being implemented. We are reviewing progress on a quarterly basis and will provide regular updates.

#### *Supporting local authorities to deliver*
Local Area Agreements (LAAs) set out the priorities for a local area as agreed by the respective Government Office and council. LAAs provide a framework to help achieve sustainable communities that deliver better outcomes for local people. We published updated guidance in June 2006 to help Government Offices to negotiate LAAs that are stronger on race equality and community cohesion.

Neighbourhood renewal
People from Black and minority ethnic groups are more likely than their White counterparts to live in deprived areas.

The graphs below show the distribution of Black
and minority ethnic groups and faith groups in the
10 per cent most deprived neighbourhoods.

Percentage of each ethnic group living in the 10 per cent most deprived areas, England and Wales, 2001
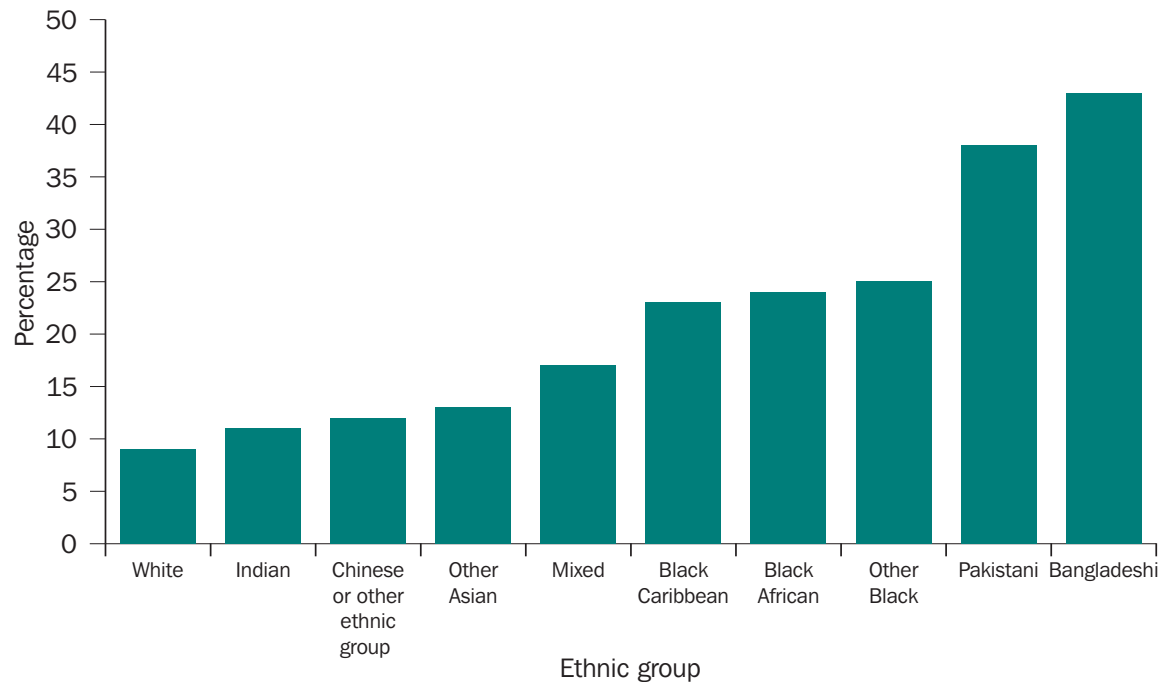
Source: 2001 Census in England and Wales

Percentage of each religious group living in the 10 per cent most deprived areas, England and Wales, 2001
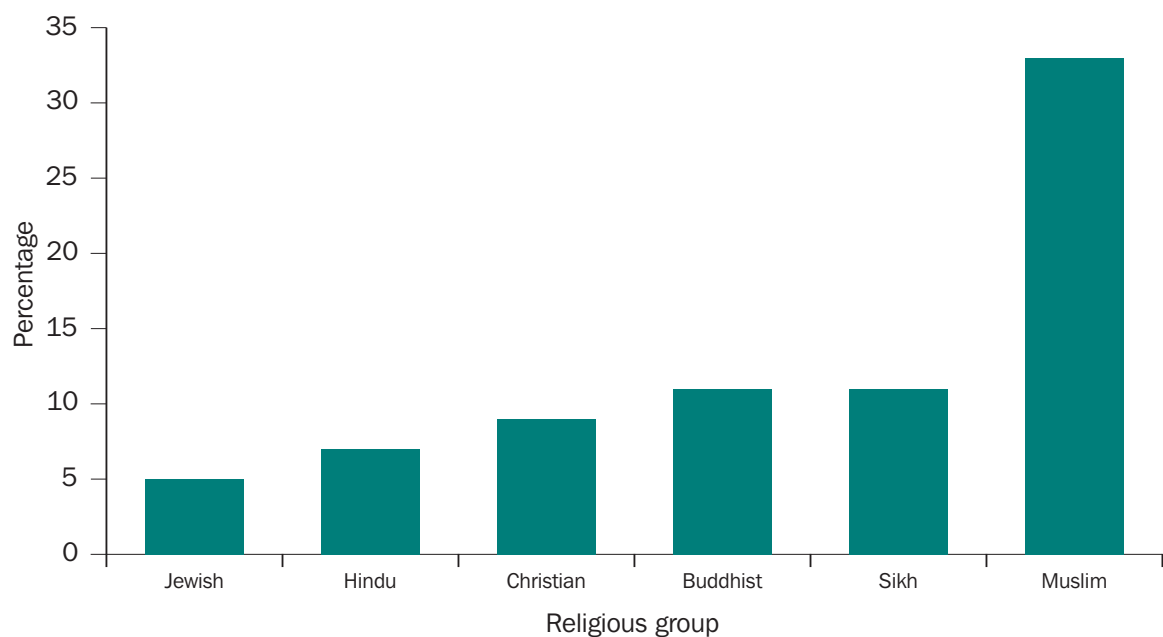
Source: 2001 Census in England and Wales

That is why the National Strategy for Neighbourhood Renewal has always had a focus on promoting race equality and community cohesion. This has included providing diversity and conflict analysis training for neighbourhood renewal partnerships and we have also produced a conflict analysis toolkit.

In addition, we have used the following tools to promote race equality:

• online resource for improving race equality in neighbourhoods; and
• the Online Race Resource for Improving Outcomes in Neighbourhoods (ORRION), a free one-stop shop to help practitioners improve race equality for their communities.

ORRION covers all the target themes, including housing and homelessness, for Black and minority ethnic groups. It is currently being evaluated. The toolkit will also be updated and refreshed in summer 2007. If you would like to find out more, please visit: www.renewal.net/toolkits.asp

The Race Equality Advisory Group
The Race Equality Advisory Group (REAG) has members from external organisations who meet every three months.

The purpose of the group is to be a 'critical friend' to the Places and Communities Group in Communities and Local Government and to challenge the Department's role in tackling race inequalities in communities.

Members also give advice to regional government and neighbourhood renewal partnerships and programmes to ensure that priority issues are tackled and interventions are developed for those communities suffering the greatest disadvantage.

Best practice in treatment services for minority ethnic groups
The Cross-Government and Delivery Directorate ran a small project (focusing on the North West and West Midlands) to address the gaps in drug treatment services received by Black and minority ethnic groups compared with the national average. This work was based on a report compiled by the University of Central Lancashire.

The project's feedback report will also highlight best practice of what works in relation to specific Black and minority ethnic communities.

It is hoped that publishing best practice will help practitioners who may have similar local problems. The feedback report outlining findings

Participants in the Highway to Opportunities in Oldham project

was published in April 2007 and can be found at: www.renewal.net/toolkits/DrugsToolkit/

Public Service Agreement target on worklessness

The Department for Work and Pensions' Public Service Agreement (PSA) 4 (which feeds into Communities and Local Government's PSA 10) aims to narrow the gap between the most deprived areas and the rest, and encourages specific action to improve the outcomes for disadvantaged groups, among them people from Black and ethnic minority communities.

The target is further focused upon 'those living in local authority wards with the poorest initial labour market position' and seeks to 'significantly reduce the difference between the employment rates of the disadvantaged groups and the overall rate'. This is important because Black and minority ethnic people are disproportionately represented in our most deprived communities, comprising some 53.4 per cent of the population of areas receiving Neighbourhood Renewal funding.

At the beginning of the target period (spring 2005), the employment rate of ethnic minorities in England was 58.6 per cent – some 16.3 per cent below the England average employment rate.

The latest available data, published December 2006, demonstrated an increase in the employment rate of ethnic minorities to 61 per cent and a reduction of the gap with the overall England rate to 13.7 per cent since spring 2005.

Delivering race equality in London – the 2012 Olympics

Communities and Local Government has developed a national diversity delivery plan for the London 2012 Olympic and Paralympic Games – one of several delivery plans commissioned by the Olympic Board.

Diversity delivery plan

The diversity delivery plan covers all six diversity strands – race, faith, age, disability, gender and sexual orientation – and its specific objective is to ensure that the UK's diverse communities are engaged with, and benefit from, the changes and opportunities arising from hosting the Games.

A first draft diversity delivery plan went out for consultation in August 2006. This included regional workshops held in September for representatives from the Nations and Regions Committees, and stakeholder workshops on each diversity strand in November. The plan was then finalised in December 2006.

The diversity delivery plan comprises two key sections:

- **The mainstreaming section** sets out what steps we will take and what measures we will put in place to ensure that diversity is mainstreamed across all the Government delivery plans and the Nations and Regions plans produced for the Games.
- **The priority themes section** lists the diversity priority issues that need to be addressed when planning and preparing for the Games, with the aim that these are taken forward within the relevant delivery plans.

We are now in the implementation phase of the plan. This includes establishing a diversity reference group, covering all the six diversity strands, to perform a challenge and scrutiny role on all the delivery plans produced by the Government for the Games and to make sure that diversity is embedded across the Olympic and Paralympic Games programmes.

Equality in sport

We are committed to breaking down the barriers that prevent people from getting involved in sport. We continue to fund and work closely with Sporting Equals, the Women's Sports Foundation and the English Federation of Disability Sport to increase the opportunities available to ethnic minorities, women and disabled people.

In January, Sporting Equals announced the 33 community projects nationwide that will jointly receive a total of £1 million in grants through its Sport for Communities project. The aim of Sport

Case study

Strategic partner: Black Health Agency

The Black Health Agency (BHA) works to challenge health inequalities of Black and minority ethnic and other marginalised communities.

Since 1990, the BHA has sought to achieve this through a combination of service delivery and policy development. The former includes diverse community-focused services and initiatives developed in response to the health needs of minority ethnic communities.

Policy formation is driven by the need to ensure that mainstream health strategies and service development successfully reflect both research into, and the voice of, those communities.

Future plans

Firstly, the BHA has completed a Strategic Review of its agency-wide communications with an external consultant and agreed on a strategic plan, which Connecting Communities Plus (CCP) funding will allow it to take forward.

At the heart of this is the impetus to develop a systematic and responsive information unit which will provide relevant data and evidence on the health issues relating to Black and minority ethnic communities, together with information on the BHA itself, creating a brand and profile for the BHA which is linked to the values of improving people's lives and futures.

Secondly, as part of its plan to strengthen its organisational robustness and deliver long-term sustainability, the BHA plans to co-ordinate a comprehensive training and development package for its board and senior management.

The CCP funds will allow for the full implementation of the recently completed Strategic Review 2006-09, which will, once delivered, ensure that the BHA is fit for a new expanded purpose.

Thirdly, the BHA has identified key monitoring and evaluation targets which will enable it to develop a cohesive and flexible evaluation system, allowing managers strategically to identify trends and priorities, especially with regard to unmet needs, in Black and minority ethnic communities. This will enable the BHA to:

- campaign proactively for funding to address these needs;
- highlight key current issues in health inequalities; and
- profile previously under-represented themes and groups.

for Communities is to develop integrated sporting activities in inner-city communities, targeted at people from ethnic minorities, refugee and migrant backgrounds. Employment opportunities in sport will also be developed within these communities.

Sport England funding has helped to develop sports programmes for Muslim women in Reading, which included a closed ladies' swim, as well as weekly basketball sessions and the opportunity to train as basketball coaches.

Participants in the Highway to Opportunities in Oldham project

Case study

Strategic partner: Operation Black Vote

Operation Black Vote targets policy makers, political parties and Black and minority ethnic communities across the country, particularly in deprived areas, focusing on civic engagement, and works with institutions at local, regional and national level.

The aims of Operation Black Vote are:

- ensure that Black and minority ethnic communities are afforded equality of opportunity;
- work so that Black and minority ethnic communities are equitably represented in all areas and at all levels within decision-making institutions;
- ensure that Black and minority ethnic communities play a full and positive role in civic society;
- tackle racism; and
- encourage and inspire young people to play a full role in society.

Future plans

Operation Black Vote intends to expand its resources to enhance this work and extend their outreach and impact. Expected outcomes include:

- increased Black and minority ethnic representation across the political parties;

- better engagement by public bodies in promoting increased representation from Black and minority ethnic communities and
- an improved profile of Black and minority ethnic issues across all political and civic bodies.

Latest performance
Recent successes include:

- agreements with the Welsh Assembly, the Conservative Party and the Liberal Party on an Operation Black Vote-run shadowing and support scheme. The Welsh Assembly scheme also includes a bursary for participants;
- extending an agreement with Bristol City Council for the award-winning shadowing scheme;
- work with Nottingham Local Strategic Partnership and local Black and minority ethnic groups to improve engagement and participation (with the 1990 Trust, an organisation that works at a national level to improve the lives of Black British people and eliminate racial discrimination); and
- raising the profile of Operation Black Vote and its work through a number of press articles, interviews and web content.

Supporting the voluntary and community sector

Funding to support Improving Opportunity, Strengthening Society

Connecting Communities Plus (CCP) is an £18 million grant fund running from 2006 to 2009, which is providing funding to help deliver the Improving Opportunity, Strengthening Society strategy. There are three types of grant:

- **strategic grants** of up to £150,000 per year (each award lasts for three years) for national-level organisations that want to develop their work;
- **project grants** of up to £85,000 per year (each award lasts for three years) for organisations with a track record in delivering outcomes and engaging disadvantaged communities; and
- **community grants** of up to £12,000 (each award lasts for one year) for local community organisations.

Case study

Project partners: Ipswich CSV Media Clubhouse

The Ipswich CSV Media Clubhouse is a community media and arts project that engages with community groups, social enterprises and individuals in media and music activity while promoting volunteering, lifelong learning and social inclusion.

It aims to deliver high-quality training in a digital and multimedia environment to socially excluded individuals, voluntary and charitable groups and local people wishing to volunteer.

The CSV Media Clubhouse works with:

- Black and minority ethnic communities;
- refugees;
- unemployed people;
- Travellers;
- young people including those in danger of exclusion from school; and
- offenders and ex-offenders.

The Clubhouse estimates that over half of its unemployed volunteers and trainees go onto employment or further training.

CCP has enabled the Clubhouse to run highly successful events such as Refugee Week and it is now working on developing a Welcome Pack for refugees, asylum seekers and migrant workers in the county. It also teaches ESOL

(English for speakers of other languages) courses to non-English speaking individuals.

Highway to Opportunities in Oldham

Highway to Opportunities provides learning and employment resources to those aged 19 and over in the Oldham area.

Through CCP, the organisation aims to improve access to the labour market by Asian women. It uses an outreach bus which delivers training and support services from six community venues in Oldham including Coppice Community Centre St Paul's School and the Pakistani Community Centre.

The bus has proven to be a valuable and effective resource with a number of courses operating from it such as:

- **Making Choices** – an insight/option-forming introduction to childcare training/careers;
- **ESOL classes** – including citizenship certification;
- **STEPs** – providing confidence/self-esteem raising activities through communication studies; and
- **Text Processing** – an integral part of an Introduction to Computers course.

All these courses are operating well and the anticipated levels of interest are being exceeded.

In November 2006, Highway to Opportunities organised a celebration event which was tied in with Eid celebrations at the Pakistan Community Centre.

The event was attended by over 80 people from the local community and key partners such as Jobcentre Plus and the Careers Service, helping Highway to Opportunities to secure even more new interest in their work.

Highway to Opportunities success, to date, has been further recognised by the award of BIG Lottery funding to the tune of almost £490,000 to develop their services.

Case study: Community partners

Aspara Arts

Aspara Arts offers a range of activities such as dance, visual drama, arts and heritage projects to 45 different Asian communities in the diverse north-west borough of Croydon.

Aspara received a grant from CCP (community grants) to run the project, which works with young Asians in drama workshops to:

- examine how the stereotypes of different cultures and religions cause conflicts; and
- explore ways of challenging them through debate, discussion and drama improvisation.

The project helped young people to explore cultural norms and values, build self-esteem and confidence, and learn drama and communication skills.

Stoops and Harger Clough Community Association, Burnley

The Community Association received a grant from CCP (community grants) to run a sports project that aims to build on its previous anti-racist work by using football to bring young people, aged 16 to 18, from different ethnic and faith groups together.

The project includes regular football coaching sessions, matches, and social and cultural events. These activities opened up opportunities for children and young people to meet and develop friendships through common interests and a shared love of the game.

Hayes FM

Hayes FM, a media training project, was awarded a radio licence in 2006. The project received a grant from CCP (community grants) to promote a shared sense of belonging through daily community-focused radio programmes produced and presented by local people.

The programme topics include community health, local arts, education, leisure and cultural activities. It is hoped that the process of producing programmes will provide local community members with some essential skills, build confidence, improve understanding and break down cultural barriers between local residents.

Age-Link, Ickenham, Middlesex

Age-Link received a grant from CCP, (community grants) to work with isolated and often housebound older people. The grant helped to organise many activities, including boat and coach trips to seaside locations, parties, monthly outings, theatre trips and tea parties.

These activities help to reduce loneliness and isolation and encourage friendship. Age-Link has been working with older people for 31 years and has received a lot of positive feedback. One participant commented: 'I have great admiration for all the people who give up so much of their time to help us and give us so much happiness. Their work is very much appreciated and I would like to say a big "thank you" to each of them.'

Grants have been awarded to 11 national strategic partners and to 70 project partners running 68 projects. Some 140 community grants have been awarded in the first round of funding in 2006, while over 1,000 applications have been received for the second round of community grants, the recipients of which are due to be announced in the summer of 2007.

The grants are administered on our behalf by two external grant administrators:

- A4e administer strategic and project grants (www.a4e.co.uk); and
- the Community Development Foundation administers the community grants (www.cdf.org.uk).

Engaging stakeholders to advise on race and cohesion issues

We want to ensure that the Government is getting the best advice on race equality issues at the right time.

As a result, we have moved away from standing advisory committees to a more open, project-based approach. These groups bring together stakeholders with relevant perspectives, community links and expertise for a limited period of time to offer advice on a particular issue.

The following four project-based groups are now up and running:

- The REACH project raises aspirations and achievement among Black boys and young Black men.
- The BME Trust and Confidence Group build relations between criminal justice services and minority ethnic communities. Through regional meetings with communities and their police forces, the Group has been able to identify some of the key issues that create barriers to improving the relationship between the Police Service and the communities it serves. Practical recommendations to improve trust and confidence based on the needs of these communities are now being developed. The Group will also spend the next year visiting forces and communities again to gain an insight into progress. It will use further regional consultation sessions to identify a set of positive action initiatives and advise on the most effective process of implementation. These initiatives will be fed into a pilot scheme for evaluation within forces. The most successful positive action initiatives will be used to form a practical, positive action guide, with the recommendation that this should be implemented by all forces in order to better serve diverse communities.

- The BME Improving Retention and Progression Group works to increase representation of Black and minority ethnic staff at senior levels within the Police Service. Through regional meetings within forces to meet Black and minority ethnic staff and officers as well as senior staff and HR representatives, the Group has been able to identify some of the key issues that affect representation. Practical recommendations based on the needs of Black and minority ethnic staff to improve recruitment, retention and progression are being developed. The Group will also spend the next year visiting forces again to gain an insight into progress being made. It will use further regional consultation sessions to identify a set of positive action initiatives and advise on the most effective process of implementation. The most successful initiatives will be used to form a positive action guide with the recommendation that this should be implemented by all forces in order to improve the recruitment, retention and progression of Black and minority ethnic staff and officers and create a Police Service that is more reflective of the communities it serves.
- The Racist Incident Group has promoted a pilot study to monitor the use of a 24-hour live helpline service and engaged in a series of regional meetings with local community groups. A ministerial launch of the strategy and action plan took place in autumn 2006.

The groups will research their project over a 12-month period, at the end of which they will produce a short summary of their work including recommendations for ministerial consideration.

Commemorating the bicentenary of the abolition of the slave trade

The transatlantic slave trade stands as one of the most inhuman enterprises in history. Over 12 million people were transported; some 2 million died.

On 25 March 1807, Britain became one of the first countries to abolish the slave trade. Although slavery itself was not abolished until 1833 with the Emancipation Act, 1807 marked the beginning of the end for the transatlantic slave trade.

FACTS

Over 12 million people were forcibly taken from Africa.

One in five slaves died in the holds of ships.

British ships made about 11,000 slaving voyages.

Ninety-five per cent of these voyages set off from the ports of Liverpool, London and Bristol.

Two hundred years on, the bicentenary marks an important opportunity to reflect on the struggles of the past, the progress we have made and the challenges that remain.

Government Strategy for the bicentenary

The Government wants to ensure that the best possible legacy is achieved by marking the bicentenary in the following ways across the country:

Reflecting on the past by:
- commemorating those who suffered as a result of the slave trade; and

- recognising the efforts of those who struggled for abolition, including enslaved Africans, statespeople, ordinary citizens and those responsible for implementing the new laws.

Looking to the future through:
- tackling poverty and inequality in Africa and the Caribbean;
- tackling inequality, discrimination and racism today, in particular for people of African and Caribbean heritage living in the UK; and
- tackling contemporary slavery in all its forms.

Encouraging local commemoration

The Government's approach has been to encourage grassroots organisations, local authorities, faith groups and national organisations to arrange commemorative activities.

The then Deputy Prime Minister Rt. Hon John Prescott chaired an informal advisory group of influential stakeholders to help encourage action across the cultural, faith and community sectors to ensure that the bicentenary makes a national impact and is relevant to local communities across the country. This work is based around the following themes and phases in 2007:

Marking the bicentenary: key themes and phases for 2007

January–March
- Awareness raising – focusing on the bicentenary of the Abolition of the Slave Trade Act on 25 March 2007.

April–August
- Commemoration – with a particular focus on the International Day for the Remembrance of the Slave Trade and its Abolition on 23 August 2007.

September–December
- Legacy, present and future – using Black History Month, in particular, in October to focus on how to step up action against racism, discrimination and inequality in Britain and to address the challenges facing Africa and the Caribbean.

- Contemporary slavery – increase the focus on tackling slavery in all its forms.

Government funding for the bicentenary
The Government has made funding available for community-based organisations and others to mark the bicentenary.

Heritage Lottery Fund
The Heritage Lottery Fund has been encouraging community-based organisations and others to apply for funding for projects inspired by the bicentenary. They have so far announced awards of over £12 million for projects (including the new International Slavery Museum – see the case study on page 113).

The fund has produced *Remembering Slavery in 2007,* a guide for community-based organisations wanting to bid for funding (see www.hlf.org.uk).

Connecting Communities Plus
Up to £1 million has been made available in the second round of the programme's community grants. These grants (of up to £12,000 per organisation) aim to support smaller community organisations in their work to increase race equality and community cohesion. They have also been open to local community organisations seeking to commemorate the bicentenary.

There is more on CCP on page xx.

Understanding slavery
Understanding Slavery is a national education project developed by:

- the National Maritime Museum;
- the British Empire and Commonwealth Museum;
- National Museums Liverpool;
- Bristol's City Museum, Galleries and Archives; and
- Hull Museums and Art Gallery.

The project aims to encourage teachers and students to examine the history and legacy of slavery through museum collections and schemes or work within the National Curriculum, particularly history and citizenship at Key Stages 3 and 4.

Commemorative magazine

As part of its work to mark the bicentenary, the Government has published a commemorative magazine, *Bicentenary of the Abolition of the Slave Trade Act 1807–2007*.

The magazine aims to inform the public about the slave trade, those who fought for its abolition and the subsequent emancipation process, as well as work taking place to tackle discrimination in Britain and the forms of slavery still happening in the world today.

Copies have been widely distributed to museums, libraries and local community organisations. Visit www.direct.gov.uk/slavetrademagazine for an electronic copy of the magazine.

HM Government

BICENTENARY OF
the Abolition
of the Slave Trade Act
1807 – 2007
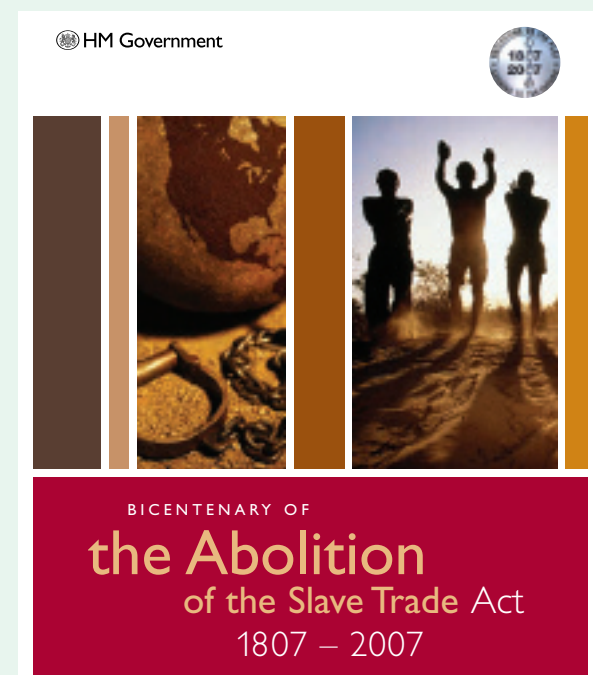
Communicating what we do

The key to delivering the Improving Opportunity, Strengthening Society strategy lies in effective

partnership working with a wide range of national, regional and local stakeholders. The success of this work is linked to:

- being able to inform and engage stakeholders in our priorities;
- the rationale behind and the work required to achieve these priorities; and
- progress to date.

Communication also has a vital role to play in helping to identify and close the gap between what some people *think* is happening and what is *really* happening, which is central to the success of delivering the PSA target on perceptions of discrimination.

Clear communications strategy

We have developed a communications strategy that aims to:

- improve understanding about different perceptions of race inequality and community cohesion;
- increase equalities by changing and challenging racist and discriminatory behaviour among public service organisations and their employees;
- communicate changes as they take effect, in order to challenge misunderstandings and perceptions about inequalities and tensions;
- promote good practice.

Working with the media

The media have a vital role to play in reducing inequalities and building community cohesion. Depicting communities in a fair and accurate manner to other members of the public, for example, is key to increasing understanding among different communities about their neighbours and counterparts.

Case study: Liverpool's International Slavery Museum

A large number of national, regional and local events to mark the bicentenary are taking place across the country during 2007. One such event is taking place on 23 August 2007 (International Slavery Remembrance Day) when Liverpool's International Slavery Museum opens.

The new museum will help to promote understanding of the transatlantic slave trade and its enduring impact. It will highlight the international importance of slavery both as an historic and contemporary issue. Working in partnership with other museums with a focus on freedom and enslavement, the museum will provide opportunities for greater awareness and understanding of the legacy of slavery today.

The museum will be based at Liverpool's Albert Dock, at the centre of a world heritage site and only metres away from the dry docks where 18th-century slave-trading ships were repaired and fitted out.

This £9.5 million project has three main elements:

- new display galleries at the Merseyside Maritime Museum will explore life in Africa and Liverpool's pivotal role in the slave trade;
- the Research Institute is a centre for the study of slavery and aims to attract world-leading studies in the field of human rights; and
- a Resource Centre will be a venue for performing arts, lectures and debates. The centre will also play a leading role in training teachers to educate children about slavery.

To find out more, go to www.internationalslaverymuseum.org.uk

For further information about events taking place around the country, visit: www.direct.gov.uk/slavery or www.bbc.co.uk/abolition

Regional and specialist minority ethnic press

The regional and specialist Black and minority ethnic press are integral to this work. As a result, we have launched advertising campaigns to raise awareness of the CCP grants fund in the Black and minority ethnic press and also issued press releases aimed at regional and the Black and minority ethnic and faith press to coincide, for example, with key stages of the bicentenary of the abolition of the slave trade.

We have worked with the Media Trust to provide introductory media training to local community organisations receiving CCP grants and those involved in bicentenary projects in Hull, Liverpool and Bristol.

This training is providing small community organisations with know-how on how to engage members of their community through local media. These are also skills that can be used to benefit future work at local and regional level.

Communicating with partners and stakeholders

To raise awareness widely, we also:

- have stands at events such as the Commission for Racial Equality's International Race Convention and Capital Woman Conference;
- sponsor events such as the Asian Women of Achievement Awards and the African Caribbean People's Awards; and
- hold training events for national and regional government communications officers on the use of outreach. This is a form of marketing that can be used to engage certain ethnic minority groups that can be subject to communication barriers due to language and cultural issues. Outreach seeks to overcome these barriers by communicating through personal relationships, credible information and trusted networks.

The key challenges ahead

As can be seen from this report, there has been progress on delivering the Improving Opportunity, Strengthening Society strategy.

There is, however, still more work to be done to further reduce inequalities and to ensure that people see that changes are taking place and being reflected in their daily lives.

To achieve this, we need to continue to work closely with our colleagues in the Government Offices. Local partners need to be enabled and empowered to tackle their respective race and cohesion issues within a national framework. We also need to strengthen the effectiveness of our working relationships with national, regional and local stakeholders – and improve the ways in which we communicate with them.

There is still much more that our communications could be doing to support the delivery of Improving Opportunity, Strengthening Society. We are, for example, aware that even with the increasingly wide range of media outlets through which to communicate, it is still not easy to reach the audiences and groups we need to be talking to.

In the longer term, we also need to challenge discrimination, and perceptions of discrimination, in order to encourage a positive attitude towards equality as something that benefits us all.