

# **PUBLIC AUTHORITIES AND PARTNERSHIPS**

A guide to the duty  
to promote race equality



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# 1

## Introduction

### Why has the CRE produced this guide?

In April 2001, the statutory duty to promote race equality was introduced through an amendment of the Race Relations Act 1976. It aims to speed up progress in achieving race equality in public services, and to change radically the way public authorities work towards achieving this goal.

The duty applies to public authorities listed in schedule 1A to the Act, which in effect means most public authorities in Britain. These authorities are referred to as 'listed authorities' throughout this guide. The duty obliges listed authorities to eliminate unlawful discrimination, and to promote equality of opportunity and good relations between people from different racial groups. This legal requirement extends to the work of listed authorities carried out in partnership with other organisations.

The main purpose of this guide is to advise listed authorities in England, Scotland and Wales on how the race equality duty applies to them as members of partnerships, and how it is likely to affect the work of their partnerships. The guide will also be useful for other organisations that are involved in or work with partnerships, including voluntary and community organisations, and private companies. It expands on the guidance on partnerships and race equality in the CRE publication, *The Duty to Promote Race Equality: A guide for public authorities*.

### What do we mean by partnerships?

Partnerships vary enormously in size and remit. For the purposes of this guide, a partnership is a single body that brings together representatives of different sectors and communities to pursue common aims. These include partnerships set up to deal with specific issues or meet local needs, and partnerships with a statutory basis. Partnerships usually have formal constitutions, agreed by their members or by statute. While this guide is mainly concerned with these 'formal' partnerships, it will also be relevant to other forms of partnership working to promote race equality.

### Does this guide apply to your partnership?

The main types of partnership covered by this guide are listed below, but please note that this list is not exhaustive.

- childcare partnerships
- community health partnerships
- community legal partnerships
- community planning partnerships

- community safety partnerships
- crime and disorder partnerships
- crime reduction partnerships
- early years development and childcare partnerships
- education action zones
- health action zones
- information and advice partnerships
- learning partnerships
- local Connexions partnerships
- local criminal justice boards
- local economic forums
- local strategic partnerships
- New Deal for Communities partnerships
- rural partnerships
- social inclusion partnerships
- sports partnerships
- Sure Start partnerships

## **Does this guide cover other equality areas?**

This guide focuses on how the race equality duty affects listed authorities working in partnerships. However, public authorities should also make every effort to ensure equal treatment in other respects as well, including gender, disability, sexual orientation, religion or belief, and age.

## **What are the benefits of promoting race equality?**

While for listed authorities promoting race equality is a legal necessity, all members of a partnership can benefit from promoting race equality. Systematically building the aims and principles of the duty into the work of the partnership will help it to:

- meet the needs of all the communities it serves or hopes to benefit;
- improve the way public services are delivered;
- contribute to a culture of inclusion, based on mutual respect for people from different racial groups;
- prevent racism and discrimination, both in the way the partnership works and in the outcomes it is working towards; and
- improve public confidence in local services.

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## The legal framework

### What is the duty?

The amended Race Relations Act 1976 places a statutory general duty on the public authorities listed in schedule 1A of the Act (the 'listed authorities') to promote race equality. This means that these authorities are required to 'have due regard to the need' to:

- eliminate unlawful racial discrimination;
- promote equal opportunities; and
- promote good relations between people from different racial groups.

The main categories of listed authority are:

- central government departments;
- local authorities;
- health trusts and boards;
- police forces and the other criminal justice agencies;
- regional development agencies;
- grant-maintained schools; and
- institutions of further and higher education.

Most of the listed authorities also have specific duties to help them meet the general duty. These involve:

- preparing and publishing a race equality scheme (RES) for their policies and services; and
- monitoring staff and applicants for jobs, promotion and training by racial group; and, for authorities with more than 150 full-time staff, monitoring the number of staff who receive training, who benefit or suffer from performance appraisals, who are involved in grievances or disciplinary action, and who leave the authority.

An RES should be a detailed and realistic plan that sets out how the authority intends to meet the duty. It must include an assessment of its functions and policies, to see which of them are relevant to promoting race equality, and details of its arrangements to:

- monitor its policies for any adverse impact they might have on promoting race equality;

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## What is the duty?

- assess, and consult on, the impact that policies it plans to introduce are likely to have on promoting race equality;
- publish the results of its assessments, consultations and monitoring;
- train its staff on the general and specific duties; and
- make sure that the public have access to information and services.

Educational institutions (or authorities in Scotland) have different specific duties. These authorities are required to produce a race equality policy (REP), which is very similar to an RES. The REP should state how the authority will monitor and assess the impact of its policies on the promotion of race equality. REPs also have a particular emphasis on educational attainment.

### The four main principles of the duty

#### Obligatory

Promoting race equality is not something a listed authority can choose to do or not to do. Where race equality is relevant to a policy or service, the statutory duty will apply. Even where the authority has discretion to act in a particular way, it must exercise that discretion with due regard to race equality. This means that where race equality is relevant to the work of a partnership, listed authorities in the partnership are required to promote race equality.

#### Relevant

Listed authorities have to consider all their functions and decide whether they are relevant to race equality. 'Relevant' means 'having implications for', or affecting, race equality. Some functions of a partnership will be more relevant to the promotion of race equality than others. For example, the work a listed authority does as a member of a local strategic partnership to encourage people to report racist incidents will be more relevant to promoting race equality than its efforts to encourage them to recycle waste.

#### Proportionate

The weight given to a function should be in proportion to its relevance to promoting race equality. In practice, listed authorities will find that they give the highest priority to those functions and policies that have the greatest potential to affect different racial groups in different ways. This principle should also be applied to how a partnership sets its own priorities.

#### Complementary

The three parts of the general duty – eliminating unlawful racial discrimination, promoting equal opportunities, and promoting good relations between people from different racial groups – complement each other. Sometimes they may overlap, but they are three separate and distinct parts of the duty. Listed authorities should try to find ways of meeting them all when working in a partnership.

To help listed authorities meet the duty to promote race equality, the CRE produced a statutory *Code of Practice on the Duty to Promote Race Equality*, and a number of non-statutory guides, including *The Duty to Promote Race Equality: A guide for public authorities* and *Ethnic Monitoring: A guide for public authorities*. It also produced guides to procurement and contracting. This guide complements the previous guides. Sources of guidance for particular types of partnership are included in appendix 4.

### Does the duty apply to a partnership?

A partnership is not itself bound by the race equality duty – the duty only applies to the listed authorities in the partnership. These authorities are responsible for making sure that any of their functions or policies that are relevant to the duty, and are being carried out through the partnership, meet the duty.

#### A partnership takes the lead on race equality

A city-based community safety partnership brings together a number of organisations to improve the safety and security of the city's residents. It includes a number of listed authorities – for example, the local council, the local police force, and the board of the local NHS trust.

The main aims of the partnership include:

- making the partnership accountable to its residents and stakeholders;
- reducing crime and the fear of crime; and
- tackling violence against marginalised groups.

The main listed authorities in the partnership made sure that the race equality duty was built into the partnership's plans and activities. After consulting local ethnic minority organisations, the partnership made tackling racist violence one of its main objectives.

The partnership also commissioned a report into the experiences of ethnic minority communities in the city. One of its main findings was that many victims of racist crime did not report their experiences to any agency. It also found that no agencies had systems for sharing information on racist crime or for coordinating their work in this area. The report recommended that more multi-agency work was needed to support victims of racist crime and to promote good race relations.

To take forward these recommendations, the partnership applied for central funding to establish a centre that would enable agencies to share information confidentially, thus allowing greater coordination in their responses. The project is now operational, and a recent evaluation report noted that it made an important contribution to tackling racist crime, and recommended that the partnership continue to support its work. All members of the partnership see this as a way of improving public confidence in the handling of racist crime, and also as an integral part of the listed authorities meeting the race equality duty through the partnership.

The partnership will be affected by the duty if it provides relevant goods or services for a listed authority, either through a contract or through a service-level agreement – see the CRE’s guides to procurement for detailed advice on roles and responsibilities.

Since the Race Relations Act also prohibits discrimination on the grounds of colour, race, nationality or ethnic or national origin, members of a partnership or any organisation that discriminates on these grounds could face legal action.

### **When is a function or policy relevant to the duty?**

The Act says listed authorities must have ‘due regard’ to race equality when carrying out their functions. Listed authorities will need to consider how relevant the functions of the partnership are to the promotion of race equality. A function is likely to have relevance to race equality if it affects the public or the listed authority’s employees. Partnerships can use the CRE publication, *The Duty to Promote Race Equality: A guide for public authorities*, to help them assess the relevance of their functions. RESs and REPs will list functions and policies considered relevant to the duty.

‘Due regard’, however, does not mean that race equality is less important when the ethnic minority population is small. Diversity in Action in Local Government (DIALOG) has produced a guide, *Race is Relevant*, which highlights how public authorities can promote race equality where there is a small or scattered ethnic minority population.

### **How will your RES or REP affect the partnership?**

A good RES or REP will spell out how the listed authority will translate the duty into a meaningful set of actions. It will outline:

- the main areas of the authority’s work covered by the duty;
- how the authority intends to meet its legal obligations;
- the main objectives and outcomes; and
- the ethnic monitoring the authority will carry out.

The RESs and REPs of the listed authorities in a partnership can be used by the partnership as a basis for agreeing its own priorities for promoting race equality. For example, the primary care trust in a Sure Start partnership may have a policy of making its services accessible to Traveller families. To make sure the partnership takes account of this in its work, the partnership’s board may ask all members of the partnership to review their own services, and to set targets for their use by Traveller families.

The simplest way of forestalling any problems is for the partnership to adopt the race equality duty for its own strategies and project plans, and to make sure race equality is built into any objectives and outcomes it sets for itself.

## What are the roles and responsibilities of the members of a partnership?

The race equality duty affects different members of a partnership in different ways.

### Listed authorities

The partnership has overall responsibility for its actions and decisions. However, the legal liability for meeting the duty rests with the listed authorities in the partnership. This means that these authorities should make sure that the partnership takes account of the duty in its work, and that all members of the partnership are aware of the listed authorities' legal responsibilities. Making sure that the partnership introduces safeguards such as monitoring and reporting systems will help listed authorities to meet the duty.

#### Called to account

An early years development and childcare partnership is responsible for the planning and coordination of local childcare and nursery education. The partnership includes a wide range of organisations, including the local education authority (LEA), the Learning and Skills Council (LSC), the local primary care trust, and a number of parents' groups and voluntary organisations. The partnership serves an area that includes several long-settled ethnic minority communities.

As part of its early years development plan, the partnership secured funding to set up four new nurseries to help meet its target of providing nursery places for every three- and four-year-old child whose parents want one. The partnership carried out research and a brief consultative exercise to establish where these nurseries would best be located, and published the results.

The partnership received a number of complaints from several community organisations about the location of the proposed nurseries. The community groups argued that nursery provision was particularly poor where the majority of ethnic minority families lived, and that the new nurseries did not seem to address this. The groups felt that the listed authorities within the partnership had not fully addressed their responsibilities under the Race Relations Act, and were considering seeking a judicial review of the proposals.

Once these concerns had been raised, the partnership reexamined its proposals, and its members agreed that the consultation arrangements had been inadequate. The partnership then started a new round of consultation, and set up a series of focus groups with parents across the community to ensure that nursery provision was as fair as possible.

If the community groups had taken legal action against the partnership by seeking a judicial review in the high court, it would have been the listed authorities in the partnership – the LEA, the LSC, and the primary care trust – that would have been answerable for their actions. The partnership's voluntary organisations are not bound by the race equality duty.

If the partnership includes several listed authorities, some of them are likely to take a more prominent role than others. Some partnerships might find it useful to nominate a lead member to take responsibility for the partnership's work on race equality. Whatever role each listed authority plays, they will all be legally liable for meeting the duty when the partnership is carrying out work that is relevant to race equality.

Listed authorities have a responsibility to ensure that all members of the partnership understand the listed authorities' responsibilities.

### **Non-listed public authorities**

Partnerships may include public authorities that are not listed in schedule 1A of the Act. However, it is likely that the duty will still apply to them if they are part of a larger, listed authority, or if they fall under the auspices of an umbrella organisation that is listed. For example, Connexions is the government's vehicle for providing a range of services to 13 to 19-year-olds in England. Local Connexions partnerships are not listed in their own right, but the duty still applies to them, even though legal responsibility rests with the Department for Education and Skills and other central government departments. Similarly, youth offending teams, which are often members of crime and disorder partnerships, are not specifically listed, but are covered by the Youth Justice Board for England and Wales, which is a listed authority. In each of these cases, legal liability for meeting the duty rests with the umbrella or parent organisation, which must make sure that its subsidiary organisations address the duty in their work. Similar expectations can be made of these organisations as of partnership members that are listed in schedule 1A of the Act.

### **Voluntary organisations, community groups and private companies**

These organisations are bound by the Act's general prohibition on racial discrimination, but not by the race equality duty. However, when in a partnership with listed authorities, they will be affected by the need of the listed authorities to meet the duty. For example, they may be asked to modify their monitoring arrangements, or to consult with a particular group in the community on a proposal.

The roles of voluntary and community organisations, and the support they are likely to need from larger, better-resourced members, should be agreed by the partnership as early as possible. In some cases, smaller members of a partnership may well take the lead on race equality matters. Many voluntary and community organisations have valuable first-hand experience of the issues affecting particular communities, and should be able to help the partnership take the interests and concerns of these communities on board.

The way that a partnership agrees the roles and responsibilities of voluntary organisations, community groups and private companies should be no different from how it usually negotiates and allocates roles, and can use existing frameworks and guidelines – for example, local compacts, or community planning guidance in Scotland. The race equality duty has a strong emphasis on making public services accountable to

all parts of the local community, and voluntary organisations and community groups, in particular, should be involved in the main decision-making processes.

If a voluntary organisation, community group or private company in a partnership is encouraging the partnership to adopt a policy that is not compatible with the duty, it may be putting the partnership in jeopardy, and so should reconsider its actions.

### **Equally open to all**

A partnership asked a voluntary agency to set up 'advice surgeries' at older people's clubs on financial matters and benefits. In line with the agency's policy, the surgeries could only be held in clubs that had passed a health and safety risk assessment. From the outset, the partnership began monitoring the uptake of the service, to see if all parts of the local community were using it. The agency had also received complaints from some older Bangladeshi people, who felt that the surgeries were inaccessible, and brought this to the attention of the partnership board.

The partnership investigated these complaints, and it became clear from its monitoring that people from ethnic minorities were not using the clubs. The partnership was keen to ensure that all parts of the local community could make use of this service, and the listed authorities recognised that without taking action it might not be complying with the Act.

To resolve the situation, the partnership's board used its networks to help the agency find alternative premises that were acceptable to all communities, such as doctors' surgeries, council offices, and a stall in the town centre. The partnership continued to monitor the uptake of the service, and reported quarterly to its board on who was using the surgeries.

# 3

## Race equality in partnerships

This chapter outlines the steps that a partnership should take to meet the duty to promote race equality effectively. These steps should be part of a dynamic and ongoing process – race equality should not be treated as a ‘bolt-on’ activity, or addressed on an ad-hoc basis.

The most rational and straightforward course is for the partnership to draw up a race equality strategy. The strategy makes race equality an integral part of the partnership’s work. For many types of partnership, it might be appropriate to build the race equality strategy into any existing plans, rather than develop a separate stand-alone strategy. This will help those partnerships that work within a statutory framework – for example, local strategic partnerships and community planning partnerships.

The steps that a partnership should take are summarised below. This chapter looks at each of these stages in detail. Note that consultation and community involvement should be happening at each stage, and not just at a single point in the process. The assessment form in appendix 1 is structured according to these stages, and will help a partnership evaluate and measure how far it is addressing race equality.

### Race equality strategies – the six steps for partnerships

1. Develop and agree aims and principles.
2. Carry out a race equality audit to identify the main issues for the partnership and the wider community.
3. Consult and involve communities.
4. Develop a race equality strategy.
5. Put the strategy into action.
6. Monitor and evaluate.

### Aims and principles

The success of a partnership depends on its members agreeing a common vision, clear terms of reference, principles of openness and public accountability, high performance standards, and well defined strategic aims. Race equality should be an integral part of a partnership’s vision and aims, and the assessment form in appendix 1 will help a partnership evaluate whether this is the case.

The third goal of the general duty – to promote good relations between people of different racial groups – is particularly relevant here. A survey by the CRE, *Towards Racial Equality*, revealed that many listed authorities were failing to address this part of the general duty appropriately. Partnerships are in a strong position to make this a

### **A rural partnership in action**

Outside urban areas, people from ethnic minorities tend to live in small, scattered pockets, and public services have traditionally struggled to address their concerns. Often, this gives the impression that there is no problem with racist incidents when, in reality, these people are much more vulnerable, because of their isolation, and because they are reluctant to report incidents to the police.

Concerns about the under-reporting of racist incidents were raised by several listed authorities involved in a local community safety partnership, as they recognised that they had a statutory duty to promote race equality. These concerns were raised with the partnership's board, and it was decided that a multi-agency approach would be the most effective way to deal with this problem.

First, it trained health visitors, GPs, social workers, and school teachers to deal with reports of racist incidents sensitively but accurately, so that the police could take up the cases. All took calls from victims at their own places of work. Information about the helpline was widely advertised through the partnership's members and the local media. A free telephone number gave details of where and how to contact the staff and, within six months, reports of racist incidents had gone up.

central part of how they approach race equality, as in many cases they have been set up to make local services more accountable for all parts of the local community.

### **Carrying out a race equality audit**

Some members of a partnership will have done more to promote race equality than others. It is important to get an accurate picture of the different stages of development within the partnership. This will also give the partnership an idea of what it needs to do. All members of the partnership should contribute to this process. The assessment form in appendix 1 should support the use of any performance management framework the partnership normally uses.

To deliver and improve local services effectively, a partnership needs an accurate picture of the community it serves. A partnership can analyse its local population using data from the Office for National Statistics (ONS) or Scotstat, which provide information at the national, regional, local authority and ward levels. Data from the 2001 census are available from the ONS or the General Register Office for Scotland, and the Standard Area Statistics can be used to obtain detailed information at a ward level. (See appendix 4 for website addresses.) Also, local authorities may hold data on the racial composition of the population from household surveys conducted under Best Value Reviews. The race equality duty means that most listed authorities have to produce monitoring information on how their services are delivered – partnerships can use this to analyse the provision of services in their area. Other monitoring and research information can also be used – for example, the information produced by Scottish local authorities for

### **Identifying the needs of the ethnic minority population**

A rural partnership, consisting of local councils, the police, the local primary care trust, the local racial equality council, and a number of other voluntary groups, commissioned research on the needs of ethnic minority groups in its area. One of the main reasons for the research was that it was widely felt that resources for ethnic minority groups in the county were concentrated in the main town, and that the views and needs of individuals and groups outside the town were not being addressed. Over 70 per cent of people from ethnic minority groups lived in rural areas.

One of the main issues for those conducting the research was how to contact these individuals, as there was only one ethnic minority voluntary organisation in the county. At first, the research was publicised by a leaflet drop in selected areas, but return rates were poor. The most successful way of recruiting participants was by vigorously following up introductions and contacts through an intensive networking process.

The research outlined the top priorities for these individuals and groups, and it was apparent that there was a clear need for networks, peer support, and increased opportunities for ethnic minority groups. These would enable people from ethnic minorities to build stronger relationships both within the different ethnic minority communities, and also with the local area at large. The networks would be a way for isolated ethnic minority individuals and groups to articulate their views, experiences and needs.

The partnership then secured funding for a community development worker to act on these findings and recommendations. There are now a number of ethnic minority voluntary organisations, a peer network under development, and the partnership itself has reorganised its structure to increase accessibility to its services.

their public performance reporting. Where there is a lack of information, partnerships may consider commissioning their own research to gain an understanding of any imbalances between different racial groups.

### **Community involvement and consultation**

One of the central aims of the race equality duty is to make public services more accountable and accessible to all parts of the local community. In practice, this means involving the community more closely with how local services are delivered. Partnerships are in a unique position to engage fully with the local community, particularly as in many cases they have been set up to reach communities where previous attempts by public bodies have had limited success. When involving and consulting with the local community, a partnership should:

- ensure fair and equal access for all groups to the partnership – this is especially important where the membership of the partnership is prescribed or fixed;

### Involvement of local communities

A local strategic partnership undertook an equality audit of both the membership of its board, and the local community and voluntary groups it works with. The audit confirmed that people from ethnic minorities were under-represented both on the board, and among the local groups it works with.

The partnership asked the Community Empowerment Network (CEN) to help it find representatives from local community and voluntary organisations for its board and the local groups. The CEN coordinated consultation exercises, worked with neighbouring councils to develop good practice, and organised a series of events to widen participation. The CEN then made nominations, and suggested that the board choose representatives of these sectors for the board from five constituencies. The five constituencies were:

- the local Council of Voluntary Service (CVS);
- the race equality council;
- ethnic minority groups;
- faith communities; and
- community groups.

The CEN planned its work to coincide with the next planning phase of the partnership. This enabled the partnership to appoint representatives at the start of the new planning phase. New representatives and ongoing members were given a clear message that they would have a meaningful part to play in setting the partnership's priorities, and allocating funding and resources to its activities.

- make sure the partnership is as representative as possible of the local population – action may be more limited when the composition of the partnership is prescribed or fixed;
- review the list of organisations involved with the partnership on a regular basis;
- seek the views of all parts of the local community on its priorities and activities, inform the local community about its work on a regular basis, and ensure that it gives feedback when it consults with the local community;
- use the third strand of the duty – to promote good relations between people of different racial groups – to inform its consultative and outreach work. Listed authorities will need to show that special efforts have been made to involve groups such as Gypsies and Travellers, which have previously been overlooked;
- set clear aims and expectations for work with local groups, and ensure that these groups are clear about how they will benefit from participating;
- recognise the strengths and weaknesses of groups it is working with – for example, a small community organisation may not have the resources to attend every board meeting, or analyse large quantities of data, but it may be able to bring insights and unique perspectives from its members;

### **The 'clean slate' approach to consultation**

A New Deal for Communities partnership project in north-west England involved renovating a run-down housing estate that had a large number of tenants from ethnic minorities. It had received numerous complaints about cleaning, rubbish, crime, health hazards, the environment, and life in general on the estate. The costs involved were high, but the public authorities in the partnership were acutely aware that they could be indirectly discriminating against the people on the estate by providing inferior services. The partnership opted for a 'clean slate' approach, and arranged a series of 'listening' events for residents, the main agencies involved, and concerned individuals, such as the head teacher of the local school, with interpreters and advocates from voluntary organisations on hand.

It took several sessions before people found the confidence to come up with solutions to the problems they had discussed. As a result of the sessions, registered ethnic minority social landlords were invited to join the partnership and given responsibility for maintaining some of the properties, and diverse arts groups were brought in to give the estate a cosmetic lift. The estate is gradually improving and the tenants discuss improvements directly with local service providers. They say they feel safer and are getting to know their neighbours, and their backgrounds and cultures, better.

### **A partnership speaks out for youth**

A social inclusion partnership, which includes the local council, the local police force, and the local health board, was established to act as a focus for the members' work against racism. The partnership has a particular emphasis on networking extensively among youths from ethnic minorities, whose views are often missed in traditional forms of community consultation.

The main aim of the partnership is to 'tackle the social exclusion of young people caused by racism in the city'. A number of principles underpin its work, including:

- working with relevant agencies to identify the needs of young people from ethnic minorities, and to assist partners in meeting those needs;
- promoting participation by acting as a channel for the voices and aspirations of young people from ethnic minorities; and
- empowering young people to play an active role in the community.

The partnership focuses on improving member agencies' race equality policies and practices – for example, helping members set targets and monitoring systems for functions that have a major effect on the youth population. The partnership also acts as an important means of distributing information about services to young black people, and for channelling their views on services back to partner agencies.

- identify and remove barriers that make it difficult for some groups and individuals to be involved with the partnership – for example, provide translation and interpretation facilities if these are not readily available;
- use a variety of approaches to involving and consulting with local groups, in order to make participation as easy as possible – these could include public meetings, workshops, questionnaires and surveys;
- link consultations to other events that local people will be involved with – for example, a local strategic partnership used a series of parents' evenings at local schools to ask about local education needs; and
- where appropriate, coordinate consultations. Listed authorities are required by the duty to consult on any new areas of their work, and the partnership is in a strong position to coordinate this work. This can help deal with the growing problem of repeatedly asking the same groups of people for their views. The partnership might also consider collating a database of current consultations and responses.

Further guidance about community involvement and consultation is available from the Cabinet Office, which has produced guidelines for central government, and the Scottish Executive. See appendix 4 for details.

## The race equality strategy

The most practical way for a partnership to agree its race equality priorities is for it to:

- draw up a list of its functions and policies, and assess how relevant they are to race equality. The CRE publication, *The Duty to Promote Race Equality: A guide for public authorities*, will help with this process;
- draw up a list of the functions and policies from members' race equality schemes (RESs) and policies (REPs) that fall within the scope of the partnership (and notify the listed authorities of any perceived gaps in their RESs and REPs);
- compile an aggregated list of these relevant functions and policies;
- set the main outcomes for the partnership, and agree objectives to achieve these; and
- develop an action plan.

Following these steps will produce a race equality strategy for the partnership. All members of the partnership should sign up to the strategy, and ensure that adequate resources are provided to promote race equality effectively. Where appropriate, the race equality strategy can be incorporated into the partnership's main strategy.

### Local strategic partnership agrees a race equality strategy

A local strategic partnership decided to draw up a race equality strategy, and to include race equality in all areas of its work. This involved analysing all the member authorities' RESs, and agreeing new priorities. When this proved difficult, a neighbourhood renewal adviser with experience in race equality matters was asked to mediate. On her advice, the partnership adopted the following approach:

- Using the borough community plan drawn up by the partnership as a starting point, the members agreed to include in the partnership's race equality strategy any priorities that appeared in both the plan and their RESs, such as the priority 'to tackle racial harassment and domestic violence throughout the borough'.
- Each authority then added the functions and policies it was carrying out through the partnership, and the voluntary organisations in the partnership contributed their priorities.
- All members of the partnership signed up to the agreed list of functions and policies.
- The partnership summarised what had been achieved so far on each of the priorities, and drew up a three-year action plan, setting out each member's responsibilities. The race equality strategy and the action plan were presented alongside the community plan, so that members could keep track of progress on both plans simultaneously.

## Achieving measurable outcomes

The race equality duty means that listed authorities need to make measurable improvements in their race equality outcomes. Partnerships have an important role in defining these outcomes, and working towards achieving them. The partnership's race equality strategy is an important way of ensuring that these outcomes are an integral part of its work.

The outcomes listed below are likely to be common to most partnerships.

- There are no significant differences in any service outcomes between ethnic groups.
- People who use the services provided through the partnership are equally satisfied with the partnership as a whole, and with its individual members' services.
- Public confidence in the partnership is not significantly different between ethnic groups.
- There is a measurable improvement in local community relations. (This will be a vital goal for all local partnerships, especially those responsible for specific geographical areas.)

- Members of the partnership's board and staff are representative of all sections of the community it serves.
- Staff from all ethnic backgrounds are equally satisfied with the way the partnership is run, and say it is a good employer.

If a partnership is to achieve these general outcomes, it needs to translate them into specific outcomes for its own particular context. It also needs to set clear objectives for its activities. While it might be appropriate for a partnership to have a specific area of work on race equality, it should focus on building race equality outcomes into its existing work programmes.

### Setting objectives

All partnerships, particularly those that provide funding for projects in deprived areas, are likely to face difficult choices in setting objectives. Broadly, the choice for a partnership is likely to be between a 'universal' objective, aimed at the local community as a whole, and a more focused objective, intended to redress imbalances between particular areas or groups.

For example, an objective of raising the income of the poorest in the community by 20 per cent, irrespective of locality, would avoid the risk of provoking any hostility between competing communities, even though it might not make a significant difference to, say, young, local Bangladeshi men facing chronic unemployment. On the

#### **Partnership makes accessibility a key outcome**

Countryside visits are a form of recreation enjoyed by millions, but are not equally accessible to all groups, particularly those based in large towns and cities. In the past, many ethnic minority communities have not made full use of the countryside, as they have not always felt that they were welcome in some rural areas.

To tackle this issue, a large statutory body set up a partnership project with a number of national parks, other statutory agencies, and some ethnic minority voluntary organisations, to enable people from ethnic minorities to access national parks and other rural areas. The initial project was for three years.

In the first phase, the partnership invited a limited number of ethnic minority groups to take part in a series of programmes and visits. Costs of the day trips and residential visits were met by the partnership, and the invited groups were asked to participate in research into understanding their needs and aspirations. The second phase of the project was opened up to a greater number of ethnic minority communities. A number of national parks began outreach work with these communities, and involved groups in developing appropriate resource materials and visitor programmes. The later phases of the project were concerned with encouraging ethnic minority groups and individuals to be involved with advisory groups and other decision-making structures. The partnership developed targets and indicators to measure the project's progress.

other hand, a specific objective to reduce unemployment levels among young Bangladeshi men might contribute to reducing some of the factors (including discrimination) that are affecting the life chances of young men from this group, but would bring little benefit to others. Both are legitimate objectives, and most partnerships will need to use a mixture of approaches, depending on local circumstances and their evidence base to support decisions, to deal with the full spectrum of need across and within the communities they serve.

### **Balancing needs and closing gaps**

A health and social care partnership, responsible for awarding neighbourhood renewal grants for health and social care projects, received a joint application from the local primary care trust's health promotion team and an Asian forum. The aim of the proposed project was to train volunteers from various Asian community groups to help prevent heart disease in the Asian community. The volunteers would give them information on diet and lifestyle, and encourage them to use the local gym and leisure facilities, including women-only swimming sessions once a week.

The partnership's first reaction was that the project might be discriminatory, since it was aimed solely at the Asian community. However, evidence from the leisure centre that Asians were not making use of its facilities, and information from the primary care trust on the high rates of heart disease among Asians, persuaded the partnership to make the grant, as a way of balancing needs and services in the community as a whole.

### **Targeting crime in a vulnerable community**

A city-based crime reduction partnership – including representatives from the police, the local council, and several voluntary organisations – set up a series of projects as part of its crime reduction strategy. One of the projects was introducing a 'cab watch' scheme to reduce race-hate crime against Black and Asian taxi drivers in the city. The project secured funding to buy 50 CCTV camera units, in order to record the activities of passengers in areas where race-hate crime against drivers was prevalent. The scheme also included other methods, such as encouraging the reporting of incidents using materials developed by the partnership.

The scheme was greatly welcomed by the whole taxi driver community, which nominated volunteers to pilot the scheme prior to its formal launch. As part of the project, the police will be monitoring incidents to evaluate the effectiveness of the scheme.

### Putting the strategy into action

Producing a race equality strategy is a fruitless task unless it is acted upon. Simply publishing details of the strategy is unlikely to inspire public confidence. All members of the partnership need to play some part in putting the strategy into effect. Most crucially, members of the partnership need to be properly trained on the requirements of the race equality duty. This is a legal requirement for the listed authorities, and they should seek to extend this training to staff from other members of the partnership. Implementing the strategy will also rely on clear leadership from senior members of the partnership.

Without adequate administrative systems, monitoring procedures and performance measures, the partnership will struggle to coordinate activities and keep track of progress. Race equality should be a core part of the partnership's business, and there will need to be internal mechanisms in place to ensure it remains high on the agenda.

To ensure that it implements its strategy effectively, the partnership should:

- make sure that objectives are clear, and linked to the identified outcomes;
- provide sufficient training (listed authorities are required to train their staff on the duty);
- make sure that roles and responsibilities, and particularly the expectations of senior management, are well defined;
- set realistic deadlines; and
- make sure that activities are adequately resourced.

#### Improving the uptake of health services

Following a review of its race equality strategy, a health action zone partnership found that its services were not reaching asylum seekers living in the area. The partnership thought this might be due to language difficulties, and the fact that many asylum seekers are not familiar with the way things are done in Britain. It decided to produce a welcome pack for them, explaining what health services were available, and how to access them. The packs were translated into the languages spoken by the asylum seekers in the area. Electronic versions were kept, so that they could be translated into other languages without difficulty and supplied on request. The partnership worked with the regional office of the National Asylum Support Service (NASS) to help promote and publicise the health services in the local area, and NASS began monitoring the number of information packs taken up.

The listed authorities in the partnership linked this initiative to monitoring the uptake of their services. The authorities asked their main agencies to provide monitoring reports every six months to measure the effect on who was using their services. This in turn prompted the local NHS trust's marketing team to carry out research on how different communities heard about its services.

### Monitoring and evaluation

Monitoring and evaluation are integral parts of how public services are delivered, and should be part of how a partnership carries out its activities. However, the race equality duty means that for the listed authorities, monitoring and evaluation will need to address race equality specifically. The CRE publication, *Ethnic Monitoring: A guide for public authorities*, provides additional guidance.

Most listed authorities are subject to the specific duty to monitor their policies for any adverse effect on the promotion of race equality. In practice, this means that they will have to measure how the work of the partnership is affecting different racial groups. When monitoring race equality, a partnership should:

- adapt existing monitoring arrangements and performance indicators to make explicit reference to race equality (for example, by making race equality part of the selection process if the partnership is distributing funds);
- make sure that any new activities include ethnic monitoring;
- make race equality one of the main indicators in its assessment and evaluation frameworks (for example, its performance management framework);
- link race equality monitoring and evaluation with other relevant indicators – for example, the community cohesion indicators described in the Home Office guide, *Building a Picture of Community Cohesion*;
- monitor and evaluate the progress made in its race equality strategy;
- make specific reference to race and ethnicity in its reporting mechanisms – for example, include the progress made on addressing the duty in its quarterly or annual reports;
- publicise its work, and the progress it is making, and actively monitor which groups are receiving information about the partnership and, more crucially, which are not. Where appropriate, it should aim to target groups and communities that are often marginalised by public services; and
- make sure that it has an effective complaints process that includes race equality criteria.

The assessment form in appendix 1 can be used as the basis for an annual evaluation of how far the partnership has addressed the duty. The partnership can either feed this into its current assessment processes, or it may prefer to conduct this as a stand-alone activity.

### **Targets add rigour to performance**

A college of further education is a member of a New Deal for Communities partnership. As part of its race equality policy, the college is trying to attract more students from the Gypsy and Traveller communities in the area. It is funding a project, run by the Traveller community and supported by outreach workers, to train students in basic IT skills. The partnership board has included the college's objective within a wider priority to encourage Gypsies and Travellers to use its services. The corresponding target measure in the partnership's performance management system is 'there is evidence that excluded groups are involved in the delivery of projects'.

It is clear to everyone involved in the project that it is working well, but both the college and the partnership need firm evidence of success – for example, of attendance and attainment. The problem they face, however, is that many of the students are there to obtain skills, not to take tests and exams, and are reluctant to provide personal information.

The college and the partnership staff are working with outreach workers and the students to agree a monitoring scheme that is acceptable to everyone. This will allow the partnership to meet its performance management target and funding requirements, and also to show that it is meeting the general duty to promote race equality. So far, the issue has not been resolved, but everyone, including the students, is keen to see the project continue and expand, and is working hard to find a solution.

## Appendix 1

### **Assessment form**

This table has been designed to help a partnership prepare its race equality strategy, and monitor progress. It is based on the advice and outcomes referred to in this guide, and includes the principal measures that need to be taken to meet the race equality duty. It should be used alongside any partnership performance management framework, 'health check' evaluation, or other relevant sector guidance.

The table is not a point scoring exercise. The partnership should use it to see what it has done to promote race equality, and use the information as a benchmark against which to measure future progress. The table should also form a useful basis, together with members' race equality schemes and policies, for setting realistic objectives that will allow the partnership to achieve its race equality outcomes.

Although the table covers issues that will be common to most partnerships, each partnership should adapt the table to its specific needs and circumstances. For example, if the partnership does not award grants, it may find it easier to omit the measures on funding entirely.

The partnership can use the table in different ways. The table may be completed for it by one of its members, and then discussed at a meeting of the partnership's board, or it can be used as a questionnaire, with each member filling in the table and the results then being compared. Assessments of progress should be based on evidence, as far as possible. This evidence needs to be included in the table, so that the partnership has a proper basis on which to measure progress. Progress should be graded against each criterion on a scale of 1 to 5, as described below.

1. The partnership does not meet the criterion and no progress has yet been made towards meeting it.
2. The partnership has identified the steps it needs to take to meet the criterion, but has not yet taken them.
3. The partnership has identified and taken some of the steps for meeting the criterion.
4. The partnership has made substantial progress towards meeting the criterion.
5. The partnership fully meets the criterion.

### Example

Statement	1	2	3	4	5	Evidence
All members were involved in, and have agreed, the priorities of the strategy, and what it aims to achieve.						<p>Board members organised a series of subgroups to develop priorities.</p> <p>Two workshop sessions were held for all members of the partnership, with the results fed into its priorities.</p>

### Aims and principles

Statement	1	2	3	4	5	Evidence
Race equality is reflected in the partnership's aims, values and vision.						
A commitment to race equality is evident throughout all parts of the partnership.						

### Carrying out a race equality audit

Statement	1	2	3	4	5	Evidence
The partnership has collated and analysed all its members' RESs, REPs and other relevant policies. Relevant functions have been identified and prioritised.						
The partnership has carried out an exercise to build a picture of local communities' needs and desired outcomes, using census information, etc. Non-listed members of the partnership have supplemented this with local knowledge.						

### Community involvement and consultation

Statement	1	2	3	4	5	Evidence
The partnership's structure allows all communities, including ethnic minority communities, to have access to and be involved with the partnership.						
The partnership has consulted widely on its race equality strategy.						
The partnership has developed an inclusive and systematic approach to consulting and involving the local community, particularly ethnic minority groups.						

### Race equality strategy

Statement	1	2	3	4	5	Evidence
All members were involved in, and have agreed, the priorities of the strategy, and what it aims to achieve.						
The partnership has set clear objectives for promoting race equality, and linked these to its desired outcomes.						
The partnership has produced a detailed strategy and action plan. Roles and responsibilities are clearly indicated.						

### Putting the strategy into action

Statement	1	2	3	4	5	Evidence
The partnership has put adequate resources (staff, time, funds, etc) into its race equality activities.						
The listed authorities provide training on the race equality duty for board members and staff at all levels, particularly staff involved in projects covered by the duty.						
All members are clear of their roles and responsibilities in promoting race equality.						

### Monitoring and evaluation

Statement	1	2	3	4	5	Evidence
The partnership has included race equality indicators in its monitoring and evaluation procedures (eg, a performance management framework).						
The partnership has achieved its desired outcomes.						
The partnership makes targeted interventions where monitoring reveals there is an adverse effect on some groups.						
The partnership uses a range of mechanisms to gauge levels of satisfaction with its services among different groups, including a robust complaints procedure.						
The partnership reports regularly on its monitoring and assessment work.						

## Appendix 2

# Summary of the Race Relations Act 1976

### What is unlawful racial discrimination?

The Race Relations Act 1976 as amended by the Race Relations (Amendment) Act 2000 ('the Act') makes it unlawful to discriminate – directly or indirectly – against someone on racial grounds. Under the Act, 'racial grounds' means reasons of race, colour, nationality (including citizenship), or ethnic or national origins. Racial groups are defined accordingly. For example, African-Caribbeans, Gypsies, Indians, Irish, Pakistanis, Bangladeshis, Irish Travellers, Jews, and Sikhs are among the groups recognised as racial groups under the Act.

On 19th July 2003, the government strengthened the Act by introducing the Race Relations Act 1976 (Amendment) Regulations 2003 (more commonly referred to as 'the race regulations'). The race regulations strengthen protection from racial discrimination and harassment by incorporating the EU race equality directive into British law. The definitions outlined below have been revised to reflect the main changes introduced by the regulations.

#### **Direct racial discrimination**

This means treating a person less favourably than another on racial grounds. An example of direct discrimination would be applying harsher discipline to prisoners from ethnic minorities because they are from ethnic minorities.

#### **Indirect racial discrimination**

This occurs when a provision, criterion or practice that is applied equally to everyone:

- can only be met by a considerably smaller proportion of people from a particular racial group;
- is to their detriment; and
- cannot be justified on non-racial grounds.

All three parts must apply. An example of unlawful indirect discrimination might be where a hospital's uniform rules do not allow for a particular racial group's customs and cannot be justified in terms of the hospital's needs.

#### **Victimisation**

The Act also makes it unlawful to treat someone less favourably because they are known to have, or are suspected of having:

- made a complaint of racial discrimination;
- planned to make a complaint; or

- supported someone else who has made a complaint of racial discrimination, or is planning to do so.

An example of victimisation is where an employee is refused leave because they backed up a colleague's complaint of racial discrimination.

## Statutory prohibition of harassment

The race regulations introduced in 2003 state that harassment on the relevant grounds is unlawful. Harassment occurs when someone's actions or words, based on the relevant grounds, are unwelcome and violate another person's dignity or create an environment that is intimidating, hostile, degrading, humiliating or offensive.

## In what areas is racial discrimination unlawful?

The original Race Relations Act 1976 makes it unlawful for most public, private and voluntary organisations to discriminate on racial grounds in the following areas:

- employment;
- education;
- housing; and
- providing goods, facilities and services.

The Race Relations (Amendment) Act 2000 extended the scope of the original law to cover the way public authorities carry out all their functions. The Act defines a public authority widely, as a person or organisation carrying out functions of a public nature. This includes enforcement and regulation functions, such as policing and child protection. It also includes functions or services that are carried out by private or voluntary organisations under a contract or a service-level agreement, such as charities providing local authorities with emergency housing.

## What is positive action?

The Race Relations Act 1976 makes it illegal to discriminate against someone on the basis of their race, colour, nationality, ethnic or national origins. This includes what is often termed positive discrimination – for example, employing someone on the basis of their ethnic origin. However, the Act does allow positive action in certain circumstances.

Positive action permitted by the Race Relations Act 1976 is action that allows a person to:

- provide facilities to meet the special needs of people from particular racial groups in relation to their training, education or welfare (section 35); and
- target job training at people from racial groups that are under-represented in a particular area of work, or encourage them to apply for such work (sections 37 and 38).

### Statutory general duty and specific duties

Section 71(1) of the Act places a statutory general duty on most public authorities (see appendix 1 to the *Code of Practice on the Duty to Promote Race Equality*). Under the duty, when carrying out all their functions, authorities must have 'due regard' to the need:

- to tackle unlawful racial discrimination; and
- to promote equality of opportunity and good relations between persons of different racial groups.

Under section 71(2) and (3) of the Act, the home secretary has the power to place specific duties on all or some of the public authorities bound by the general duty (see appendix 2 to the code). Scottish Executive ministers have the same powers for devolved public authorities in Scotland.

### The CRE's powers under the Act

Under section 71(C) of the Act, the CRE can issue codes of practice that will help public authorities to meet their general and specific duties. The statutory *Code of Practice on the Duty to Promote Race Equality* came into effect on 31 May 2002, with approval from parliament. The statutory *Code of Practice on the Duty to Promote Race Equality in Scotland* came into effect on 30 November 2002.

Under section 71(D) of the Act, the CRE has the power to enforce the specific duties. If the CRE is satisfied that a person has failed to, or is failing to, meet a specific duty, it can issue a compliance notice ordering them to do so. The person concerned has to observe the terms of the notice and tell the CRE, within 28 days, what they have done or will do to meet the duty.

Under section 71(E) of the Act, the CRE has the power to apply to a designated county court (or a sheriff court in Scotland) for an order, if the person concerned has not supplied the relevant information after being served with a compliance notice, or if the CRE has reason to believe they will not do so.

## Appendix 3

### **Ethnic monitoring categories**

The ethnic monitoring categories set out below are from the CRE publication, *Ethnic Monitoring: A guide for public authorities*. The guide also sets out how public authorities should approach monitoring, and some of the main issues when collecting and analysing the results. These categories were produced by the Office of National Statistics for the 2001 census. The CRE has produced an expanded question that can be used as an alternative. Both public authorities and partnerships should use these categories, or categories that match them closely, so that findings can be compared and benchmarked against other data sources. Different census categories were produced for England and Wales, and Scotland.

Britain's ethnic minority population is not distributed evenly. Partnerships providing services locally will need to make sure the categories they use reflect the local population. For example, the area served may include people from ethnic minority groups not covered by the census categories, but these groups should be monitored to reflect local circumstances. For example, Gypsies and Travellers are particular groups who have historically faced discrimination and harassment, but are not reflected in the census categories.

The CRE recommends that, when asking people to identify their ethnic origin, and when collating data, such groups should be specified as subgroups of a relevant category. For example, Somalis would be a subgroup of Black African, and Irish Travellers, Roma/Gypsies, or Turks would be a subgroup of 'any other White background'.

## 2001 CENSUS CATEGORIES

### England and Wales

#### A White

- British
- Irish
- Any other White background  
Please write in...

#### B Mixed

- White and Black Caribbean
- White and Black African
- White and Asian
- Any other Mixed background  
Please write in...

#### C Asian or Asian British

- Indian
- Pakistani
- Bangladeshi
- Any other Asian background  
Please write in...

#### D Black or Black British

- Caribbean
- African
- Any other Black background  
Please write in...

#### E Chinese or other ethnic group

- Chinese
- Any other background  
Please write in...

### Scotland

#### A White

- Scottish
- Other British
- Irish
- Any other White background  
Please write in...

#### B Mixed

- Any mixed background  
Please write in...

#### C Asian, Asian Scottish, or Asian British

- Indian
- Pakistani
- Bangladeshi
- Chinese
- Any other Asian background  
Please write in...

#### D Black, Black Scottish, or Black British

- Caribbean
- African
- Any other Black background  
Please write in...

#### E Other ethnic background

- Any other background  
Please write in...

## Appendix 4

### Resources

#### Government departments and non-departmental public bodies

- www.communitiesscotland.gov.uk** – guidance for social inclusion partnerships, including information on empowering communities
- www.cre.gov.uk** – the Commission for Racial Equality’s website
- www.defra.gov.uk** – the Department for Environment, Food and Rural Affairs’s website
- www.dfes.gov.uk** – the Department for Education and Skills’s website
- www.dh.gov.uk** – the Department of Health’s website, including a section on race equality
- www.dti.gov.uk** – the Department of Trade and Industry’s website
- www.dwp.gov.uk** – the Department of Work and Pensions’s website
- www.homeoffice.gov.uk** – the Home Office’s website
- www.neighbourhood.gov.uk** – the Neighbourhood Renewal Unit’s website
- www.odpm.gov.uk** – the Office of the Deputy Prime Minister’s website, covering housing, planning, devolution, regional and local government, and the fire service
- www.onescotland.com** – the website of the Scottish Executive’s campaign to eliminate racism
- www.scotland.gov.uk** – the Scottish Executive’s website, including guidance on Best Value and community planning
- www.surestart.gov.uk** – the website for Sure Start partnerships

#### General partnership guidance and resources

- Community Participation: A self-assessment toolkit for partnerships*, Engage East Midlands, 2001
- Effective partnerships for managers and board members*, Civic Trust, 1999
- A Fruitful Partnership: Effective partnership working*, Audit Commission, 1998
- www.ourpartnership.org.uk** – the website for partnerships between the public and voluntary sectors, including a list of resources and news updates

#### Race equality guidance

- Code of Practice on the Duty to Promote Race Equality*, CRE, 2001
- The Duty to Promote Race Equality: A guide for public authorities*, CRE, 2001
- Equality Standard for Local Government*, Employers’ Organisation, 2001

*The Journey to Race Equality: Delivering improved services to local communities*, Audit Commission, 2004

*Race is Relevant* – CD-ROM produced by DIALOG, with practical guidance on dealing with a small ethnic minority population or workforce; available from [www.lg-employers.gov.uk/diversity/race/rir.html](http://www.lg-employers.gov.uk/diversity/race/rir.html)

#### Consultation

[www.cabinet-office.gov.uk/regulation/Consultation/Code.htm](http://www.cabinet-office.gov.uk/regulation/Consultation/Code.htm) – Cabinet Office guidance on consultation

[www.scotland.gov.uk/library5/social/gpgc-00.asp](http://www.scotland.gov.uk/library5/social/gpgc-00.asp) – Scottish Executive guidance on consulting equality groups

#### Neighbourhood renewal and community cohesion

*Building a Picture of Community Cohesion*, Home Office, 2003

*Involving Communities in Urban and Rural Regeneration*, Department of the Environment, Transport and the Regions, 1997

[www.renewal.net](http://www.renewal.net) – government-developed website with information for anyone working in neighbourhood renewal

#### Employment

*Delivering the New Deal: Engaging ethnic minority jobseekers and businesses*, Department for Education and Employment, 1998

*New Deal: Ensuring Black communities benefit*, Sajid Butt, Black Training and Enterprise Group, 1998

#### Education

*Black and Ethnic Minority Young People and Educational Disadvantage*, Runnymede Trust, 1997

*The Duty to Promote Race Equality: A guide for further and higher education institutions*, CRE, 2002

*The Duty to Promote Race Equality: A guide for schools*, CRE, 2002

*Raising the Attainment of Ethnic Minority Pupils: School and LEA responses*, Ofsted, 1991

*Sure Start for All: Guidance on involving minority ethnic children and families*, Sure Start, 1999

#### Health

*Directory of Ethnic Minority Initiatives*, Department of Health, 1996

*Fair Enough? Fair For All Progress Report: Analysis of race equality schemes and fair for all action plans*, Scottish Executive, 2003; available from [www.scotland.gov.uk/library5/justice/feffap-02.asp](http://www.scotland.gov.uk/library5/justice/feffap-02.asp)

*Putting Race Equality to Work in the NHS: A resource for action*, Su Kingsley and Asha Pawar, Department of Health, 2002

*Reducing Health Inequalities: An action report*, Department of Health, 1999

### Crime

*In This Together – Tackling Racial Incidents: Good practice in multi-agency working*, Racist Incidents Standing Committee, Home Office, 1998

*Reducing Neighbourhood Crime: A manual for action*, Crime Prevention Agency and Crime Concern, 1998

*The Stephen Lawrence Inquiry: Report of an inquiry by Sir William Macpherson of Cluny*, HMSO, 1999

**www.crimereduction.gov.uk** – online resource for those involved in crime reduction

### Voluntary and community sector

*Effective Partnerships for Voluntary and Community Groups*, Civic Trust, 1999

*Making Partnerships Work: A practical guide for public, private, voluntary and community sectors*, Joseph Rowntree Foundation, 1997

*Working with the Black Voluntary Sector: Good practice guide*, Kamila Zahno, Pan London Community Regeneration Consortium, 1997

**www.thecompact.org.uk** – website for the Compact Working Group, containing guidance and codes of practice for government working with the voluntary and community sector

**www.ncvo-vol.org.uk** – website for the National Council for Voluntary Organisations

**www.scvo.org.uk** – website for the Scottish Council for Voluntary Organisations

### Statistics

**www.statistics.gov.uk** – official statistics and census information for the UK

**www.statistics.gov.uk/neighbourhood** or **www.scotland.gov.uk/stats/scotstats** – neighbourhood statistics

**www.scotland.gov.uk/library5/social/aescr-00.asp** – analysis of the Scottish 2001 census

**www.gro-scotland.gov.uk** – website of the General Register Office for Scotland

## Appendix 5

# Glossary

### Community plan

The plan that a local authority now has to prepare, to improve the economic, environmental and social well-being of the area, and to coordinate the activities of public, private, voluntary and community organisations working locally.

### Direct discrimination

Treating a person less favourably than another on racial grounds. Direct discrimination is unlawful under the Race Relations Act 1976.

### Ethnic minorities

All those who did not tick the box White-British (or White-Scottish in Scotland) in the 2001 census.

### Ethnic monitoring

The process used to collect, store and analyse data about people's ethnic backgrounds. The purpose of ethnic monitoring is to highlight possible inequalities, investigate their underlying causes, and remove any unfairness or disadvantage.

### Functions and policies

Functions are the full range of a public authority's duties and powers. Policies are the formal and informal decisions about how a public authority carries out its duties and uses its powers.

### Indirect discrimination

This is where a provision, criterion or practice is applied equally to everyone, but can only be met by a considerably smaller proportion of people from a particular racial group. It is to their disadvantage; and it cannot be justified on non-racial grounds. All three conditions must apply.

### Listed authority

A public authority included in schedule 1A to the Race Relations Act. This means it is required to meet the general duty to promote race equality.

### Monitoring

The process of collecting, analysing and evaluating information, to measure performance, progress and change.

### **Neighbourhood renewal**

A national strategy, launched in January 2001, with the aims of:

- reducing unemployment and crime, and improving health, skills, housing and the physical environment in the most deprived neighbourhoods; and
- narrowing the gaps in these areas between the most deprived neighbourhoods and the rest of England.

At a neighbourhood level, local strategic partnerships (LSPs) set priorities for their areas and develop renewal strategies that fit local needs. LSPs include representatives from statutory, voluntary, business and community organisations. As well as improving existing services in deprived areas, they are responsible for a number of initiatives, including New Deal for Communities partnerships in 39 of the poorest neighbourhoods.

### **Objectives and outcomes**

Objectives are the specific and measurable targets for the activities carried out by a partnership. Outcomes are the long term benefits and results that are achieved by these activities. For example, a partnership might set the objective of improving recording systems for reporting racist incidents in order to produce the overall outcome of reducing the number of racist incidents.

### **Race equality policy**

A written statement of an educational institution's policy on race equality, which is put into practice and monitored.

### **Race equality scheme**

A three-year strategy and action plan, which a listed authority is required to produce under the amended Race Relations Act. It explains how the authority will meet the general duty and the specific duties.

### **Race equality strategy**

A course of action agreed by all members of a partnership to promote race equality. This should include relevant functions that are being carried out by the partnership, and those listed in the relevant race equality schemes or policies. The strategy will set out the partnership's functions in order of priority. The strategy is not a statutory requirement, but it will be a demonstration of a partnership's commitment to promoting racial equality. The race equality strategy does not have to be a stand-alone document, but can be part of the partnership's main strategy.

### **Relevant function**

A function that has been assessed by a listed authority, to see if it is relevant to the race equality duty. Listed authorities are required to assess their functions and policies, and list these in their race equality scheme or policy.



**COMMISSION FOR  
RACIAL EQUALITY**

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