



RACE EQUALITY SCHEME REVIEW 2003–2004

1 Background

- 1.1 Cambridge City Council's Race Equality Scheme was developed in accordance with the draft *Code of Practice on the Duty to Promote Race Equality*, and was approved by the City Board at its meeting on 16th April 2002.
- 1.2 The Race Equality Scheme (RES) sets out how the Council plans to meet its statutory duties under section 71(I) of the Race Relations Amendment Act 2000. These duties are:
 - **to eliminate unlawful racial discrimination,**
 - **to promote equality of opportunity, and**
 - **to promote good race relations between persons of different racial groups**The legal obligation is to meet the whole duty by giving due regard to each of the three elements. The duty to 'promote' requires a pro-active approach new to equalities legislation.
- 1.3 The RES commits the City Council to an annual review of progress towards meeting these duties and the objectives and actions within the Scheme, and to report the outcome of this review to its Corporate Management Team, Equalities Panel and Strategy Scrutiny Committee. The RES will be fully reviewed within a period of three years from 31st May 2002, and within each further three-year period.
- 1.4 Recent research by the Audit Commission (*'The journey to race equality'*, Feb 2004) indicates that progress on race equality across the public sector has been slow and patchy. The focus for many authorities has been on policy and process rather than delivery of outcomes. As a result, organisations such as the Audit Commission, the Commission for Racial Equality and Go-East are now advocating a shift away from the minimum response of compliance with legislation. Instead, the emphasis is on moving towards developing a shared local vision of race equality aims and objectives, based on a good understanding of the needs and aspirations of the local population.
- 1.5 Race Equality Schemes are central to this shift, functioning as 'live' documents reflecting local issues and diverse communities. Expectation is for Race Equality Schemes to become more ambitious in order to deliver real improvements to customer service, staff management and community quality of life.
- 1.6 The political climate of local government has placed equalities high on the agenda, for instance Comprehensive Performance Assessments are a driver for equalities to be given higher priority.
- 1.7 Over the past year the City Council has continued to make progress towards

fulfilling the statutory duties set out in the Race Relations Amendment Act. However, improvement has tended to be focussed on specific, often one-off, projects or pieces of work with the local BME community as the sole or main stakeholder group. We now need to progress the mainstreaming of race equality as the key to achieving the organisational cultural change necessary to make sustainable and more general progress. This will require commitment and strong leadership from the top of the organisation with Council-wide ownership of and accountability for the responsibility to deliver race equality, and adequate resourcing.

- 1.8 Getting race equality seen as a mainstream responsibility is one main challenge. A second is to increase the number of BME staff employed at all levels within the Council. As yet none of our staff in the top 5% of earners comes from the BME community. 3.8% of our employees come from minority ethnic communities: data from Cambridgeshire County Council is due at end April that will indicate what percentage of the economically active population of Cambridge is from the BME community, from which we can determine how representative is our workforce.

2 Review of Progress on the Implementation of the Scheme

2.1 Section 4 (4.2, 4.29, 4.8, 4.15) of Code of Practice:

Assessing policies and functions; monitoring for adverse impact; reporting and publishing findings of assessment, consultation and monitoring

- 2.1.i Departmental Equalities Action Plans incorporate monitoring information for different services, looking at issues such as service take-up by BME groups with corresponding actions and objectives. These are reviewed twice a year and provide a starting point for equalities work to develop at Departmental level.
- 2.1.ii The RES is required to detail how organisations will mainstream race equality work. This requires all the Council's *relevant* (ie where they impact upon the public) policies and functions to be assessed for any adverse or differential impact they may have on the Black and Minority Ethnic (BME) community.
- 2.1.iii This process is to be undertaken through the use of Equality Impact Assessments (EIAs) throughout the Council. The purpose of EIAs is to identify where inequality or discrimination exists – either overtly or inadvertently - and to introduce measures to reduce or eliminate this. EIAs will not only look at race but also gender, sexuality, disability, religion or belief and age.
- 2.1.iv The responsibility to undertake EIAs rests with individual Departments but corporate support for this process is available from the Strategy Officer (Equalities), where required. Departments will initially need to identify their own relevant functions and services and prioritise these for assessment. Where Departments provided Strategy and Partnerships with lists of relevant functions and policies when the RES was first adopted, these may now need to be updated.

There is no requirement for all EIA's to be completed within a specific timeframe but we should aim to incorporate EIA's into the process for developing and consulting on new strategies and policies where their impact

is likely to be community-wide or could have adverse implications for the BME community. Other strategies and policies should have an EIA built into any significant review or updating process when this would have normally been expected to occur, and service planning should incorporate the EIA process.

There is a requirement to publish the results of the EIAs, including details of any improvement plans, however in most instances this can be met by incorporating this information within relevant committee reports.

- 2.1.v Conducting EIAs throughout the Council is a requirement of the Equality Standard for Local Government. Cambridge City Council has reached Level 1 of the Standard. In order to reach Level 2, our target for 2004-05, we need to be able to demonstrate that we have begun the process of conducting EIAs throughout the Council.

Actions achieved 2003-2004:

- ✓ Pilot EIAs currently underway to inform the corporate-wide EIA process
- ✓ Black and Minority Ethnic staff group successfully launched in March 2004, aiming to build communication with staff on race issues
- ✓ Annual Report on Race Equality Scheme went to CMT in May and to Strategy Scrutiny Committee in July 2003; employment monitoring data went to Equalities Panel in October 2003
- ✓ Best Value Performance Plan, published annually, includes summarised actions relevant to race equality
- ✓ Information on BME consultation is available on the Council's website and intranet

Further aims 2004-2005:

- All Departments to review their lists of service-based strategies, policies and functions indicating the dates at which it is intended that they be updated or reviewed, by November 2004.
- EIA's linked to work already identified and programmed for 2004-05 to be prioritised to develop skills and provide case studies for subsequent assessments. (See list in Action Plan - Action 2a)
- Strategy Officer (Equalities) to develop EIAs process and implementation plan by September 2004
- Strategy Officer (Equalities) to liaise with Human Resources over training needed to enable Departments to carry out EIAs successfully
- Development of BME Staff Group to identify aims and actions to improve race equality within the Council.

2.2 Section 4 (4.35) of Code of Practice:
Accessible information and public services

- 2.2.i Public authorities are required to detail how they ensure all members of diverse local populations have equal and fair access to services and information. Good progress has been made on this aspect of the Race Equality Scheme.
- 2.2.ii Departmental Equalities Action Plans make reference to the need to ensure access to information, indicating that a Council-wide level of awareness has been established. Interpreting and translation services are widely promoted and used. Documents and publicity are frequently offered in community

languages and other formats, although there is a need to develop corporate consistency on this. The Council's web pages are being redesigned with consideration of accessibility factors.

- 2.2.iii A number of pro-active targeted events have been organised by different Departments in 2003-4, aiming specifically to reach and engage the BME population.
- 2.2.iv Housing has a dedicated web page on racial harassment (www.cambridge.gov.uk/housing/services_racialharassment.htm) and there is a City Council Equal Opportunities web page (www.cambridge.gov.uk/whoweare/eqopp.htm) with links to key documents and information.

Actions achieved 2003-2004:

- ✓ BME conference (November 2002) produced a Race Equality Action Plan; objectives from this will have largely been achieved by April 2004, overseen by the BME Steering Committee. A further major BME partnership consultative event is planned for July 2004 to draw up a new action plan for the BME community based on the key themes of health & older people; young people; community safety, and cultural issues
- ✓ Positive culturally diverse imagery was promoted around the City in October 2003, and multi-cultural display materials are available for use by all Council Departments
- ✓ Guide to City Council services for older and disabled people was produced in eight community languages and distributed to key BME organisations
- ✓ All reception areas advertise the Council's free interpreting and translation services, and front line staff have been trained in how to access these
- ✓ Council website development is incorporating accessible information standards
- ✓ Corporate Marketing Officer is drafting guidelines on accessible and inclusive information to disseminate throughout the Council
- ✓ Strategy Officer (Equalities) has begun joint working on developing diversity guidelines and cultural calendar. This information will be made available on the intranet
- ✓ Staff vacancies bulletin are notified to some BME groups and individuals in Cambridge and occasionally published in the BME specialist press; Human Resources will attend the first BME Jobs Fair being held in Cambridge in March 2004

Sports Development

- ✓ Sportsfest was held in June 2003, featuring diverse sports and Kabbadi and Bhangra dancing
- ✓ Active Communities project supports Indian cultural association, Chinese women's group and Asian women's group
- ✓ Ongoing work with the Health Inequalities Steering Group and the Council's BME Steering Group

Community Development

- ✓ Ongoing race equality work with Asian community
- ✓ Specialist research is being undertaken into faith and worship needs in the City, aiming to improve access to community meeting places
- ✓ Joint working with schools to hold Holocaust Memorial Day event at the Guildhall in January 2004, raising awareness and aiming to contribute to reduction in hate crimes

- ✓ Youth Development do anti-racism work in Arbury with Asian Boys Group, and developmental youth work with Black Young Women's Group
- ✓ Neighbourhood Community Development partnership Bangladeshi Health Project has been successful, and funding for 2004-2005 is planned
- ✓ Capacity Building Training Programme developed in October 2003, targeting needs of individual community groups
- ✓ BME Consultation Project led to joint work with Strategy & Partnerships, Arts & Entertainment and Community Development resulting in World Music event in July 2003

Community Safety

- ✓ 'You, Me and Us' scheme conducted in three schools, looking at racial harassment issues. This will be mainstreamed as part of new Citizenship work
- ✓ Grants awarded for projects to reduce racial harassment (£3876)
- ✓ Partnership funding secured for Open Out Scheme 2004-2006 which addresses racist and homophobic incidents

City events

- ✓ Arts & Entertainments staged World Music Day as part of Big Day Out July 2003, featuring performance and artists from minority ethnic communities
- ✓ City Centre Marketing held a Cultural Food Festival in the Market Square in June 2003 featuring local BME organisations

Further aims 2004-2005:

- Corporate Marketing Officer developing best practice guidance on accessible and inclusive information and the use of illustrations reflecting cultural diversity in public documents, by May 2004
- Corporate diversity guidelines and cultural calendar to be compiled, and disseminated during Black History Month in October 2004
- Format and content of Guide to City Council Services for Older and Disabled People to be reviewed and revised by March 2005 with particular focus on the needs of the BME community
- Joint Equalities Working Group (staff from Strategy and Partnerships, Human Resources and Community Development with a remit to progress equalities work within the council) to support development of positive action plan on staff recruitment, to address current under-representation of BME communities in Council's workforce
- Strategy Officer (Equalities) to work with Senior Strategy Officer in drafting corporate consultation guidelines to support Equality Impact Assessments
- Sports Development Team to repeat the Sportsfest diverse sports event in 2004, promoting cultural diversity in Cambridge
- Multi-cultural programming in Arts & Entertainments to develop further culturally diverse events in 2004, including World Music Day
- Strategy Officer (Equalities) to oversee development of a programme of events and activities to better reflect the local BME population, and to look into feasibility of staging events for Black History Month October 2004

2.3 Section 4 (3.38) of Code of Practice: Staff training

- 2.3.i Due to budget limitations there is currently limited corporate training on equalities issues. The Corporate Induction Training Programme (compulsory for all new staff to attend) briefly covers equalities issues including race, and the Council also offers a half-day introduction to equal opportunities, and a

full day race awareness session.

- 2.3.ii Human Resources will be reviewing corporate training provision later this year, which will include analysis of the appropriateness of the equalities courses. This review will feed into work on the Workforce Development Plan.
- 2.3.iii Departments have additional training capacity within their own budgets and some have used this for specialised equalities training incorporating race awareness.
- 2.3.iv With the appointment in June 2003 of the Strategy Officer (Equalities) advice and support is now available to Departments when considering their training needs.
- 2.3.v Community Development has a comprehensive information resource bank on equalities issues available for staff to access, and produces occasional newsletters and fact-sheets distributed throughout the Council. They also run 'Food for Thought' sessions, some of which have focused on race equality issues. Their Equalities Development Team offer internal training to other teams within Community Development and throughout the Council. The Strategy Officer (Equalities) and Community Development's Equalities Development Manager delivered a successful joint presentation on equalities at a Departmental team meeting, and this approach will be further developed.
- 2.3.vi Specialist training has been delivered on Equality Impact Assessments for those taking part in the pilot, and on equalities legislation and prejudice for members of the Equalities Panel.

Actions achieved 2003-2004:

- ✓ Human Resources ran 2 'Introduction to Racial Equality' courses (14 staff attended) and 2 'Introduction to Equal Opportunities' courses (21 staff attended)
- ✓ Environment & Planning held diversity training for enforcement officers in September 2003, and ethnic food hygiene training course in August 2003
- ✓ Housing held focused cultural diversity training
- ✓ Food For Thought in December 2003 looked at race and the region
- ✓ Sports Team held a sports club seminar in March 2003 that included a race equality workshop
- ✓ The City Council hosted an inter-faith seminar in October 2003 featuring diverse religions which was open to all members of staff

Further aims 2004-2005:

- To review the Council's equalities training for appropriateness, and consider introducing mandatory equalities training for new and senior staff & councillors
- Look into feasibility of increasing frequency of and opening out the Food For Thought sessions
- Provision of training to support Equality Impact Assessments
- Provision of advice and support to Departments on equalities legislation and implications for service delivery and improvement
- Work with Departments to identify own specific equalities training needs
- Provision of cultural diversity awareness events

- 2.4 Section 5 (1, 2, 3, 5.9) of Code of Practice:
Specific Duties on employment and monitoring
- 2.4.i Human Resources' monitoring information will be analysed at the end of the 2003-2004 year, and presented to the Joint Staff Employers Forum by July 2004.
- 2.4.ii Departments are collating information on training participation, which will be reviewed by HR in May 2004.
- 2.4.iii Staff turnover for April 2003 – March 2004 is 9%. 18.6% of BME staff left in the same period.
- 2.4.iv Monitoring figures are available from 2002-2003:
2000 applications were received, 194 of these were from BME groups (9.7%)
771 interviews were conducted, 72 with applicants from BME groups (9.3%)
225 people were appointed, 14 from BME groups (6.2%)
51 formal procedures were conducted (disciplinary, grievance, capability, harassment, investigations) – none involved staff from BME groups

Further aims:

- To complete analysis of workforce profile to identify race equality issues
- To develop positive action plan to improve workforce representation at all levels of the Council
- To promote Open Out racial harassment service to all staff, linked to training about the scheme for managers

2.5 Section 5 (5.13) of Code of Practice:
Ethnic classification

- 2.5.i Liaison with Departments indicates that the 2001 Census criteria are being widely used. The planned corporate diversity guidelines will include more detailed Census data as published in February 2004.

ACHIEVED

2.6 Section 2 (2) (3) Race Relations Act (Statutory Duties) Order 2001:
Arrangements for Review of Race Equality Scheme

- 2.6.i The Council set up an Equalities Panel that met for the first time in October 2003. Progress on the Race Equality Scheme will be reported to the Equalities Panel, Corporate Management Team and Strategy Scrutiny Committee annually and within three years of 31st May 2002 as required by law. The RES is also published on the intranet.

ACHIEVED

- 2.6.ii Information contained in Departmental Equalities Action Plans (last reviewed at end 2003) and relevant to the RES has been included in this report.

3 Future action

- 3.1 While there are examples of good practice and initiatives in some Departments, this is not the case Council-wide. Corporately there has been a lack of consistency in approach, and there are gaps in equality awareness, ownership, aspiration and delivery that are hindering progress in

mainstreaming race equality.

- 3.2 The past emphasis both locally and nationally on compliance has kept focus on process. This now needs to change to one that has equalities at the core of what we do, and where we develop clear and deliverable race equality priorities and outcomes.
- 3.3 The Race Relations Amendment Act 2000 sets out the statutory duties local authorities are obliged to meet. Of these there is national concern that the duty to '*promote good race relations between persons of different racial groups*' is not being met by most public sector organisations, and this is a key factor in the shift towards outcome-based race equality work.
- 3.4 For Cambridge City Council the four key areas to concentrate on taking forward over 2004-2005 are:

SECURING COMMITMENT TO RACE EQUALITY

Securing long term commitment from the top, and encouraging and supporting the development of equalities networks throughout the Council

MAINSTREAMING RACE EQUALITY

Progressing Equalities Impact Assessments, reviewing Departmental Equalities Action Plans and delivering equality and diversity awareness-raising actions to activate real cultural change

TRAINING

Facilitating an improved and thorough understanding of complex race issues, and of rights and responsibilities with regard to race equality

Raising awareness of and delivering training on cultural diversity and equalities issues including race, and related to conducting Equalities Impact Assessments

EMPLOYMENT

Identifying and delivering positive action to achieve a representative workforce at all levels of the Council by improving BME recruitment, training, promotion and retention, and encouraging a harmonious working environment

- 3.5 Appendix A outlines objectives, responsibilities and timeframe in these four areas.

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Strategy Officer (Equalities)
March 2004

	Aims	Actions	Responsibility held by	Timescale for delivery	Additional resources needed
COMMITMENT TO RACE EQUALITY	1. To establish race equality leadership from the top; to secure long term commitment to race equality progress; to build responsibility and accountability at all levels of the Council, supported by dedicated equalities specialists; to establish new Council networks for greater equality; to demonstrate to local people Council's commitment to developing best practice in implementing race equality	1.a To identify race equality 'champions' within Council, and to participate in LGA's Equality & Diversity Challenge scheme ¹	Chief Executive/Leader of the Council	By September 2004	Targeted briefings for senior managers and elected members on Race Relations Amendment Act 2000
		1.b To identify lead officers from each department who could meet to develop joint equalities (including race) work and shared good practice within the Council	Heads of Services	To hold first meeting by July 2004	Staff time
		1.c To develop strong community links to support Council's race equality progress	HoSP/Community Development/Strategy Officer (Equalities)/Senior Strategy Officer	Ongoing	An event linking the Council and BME community to consider local race equality outcomes and progress, to be held by February 2005

¹ Due to be launched in July 2004, the proposed scheme has been out to consultation to all local authorities, and information was sent to CMT and Members in December 2003. The Challenge is for council leaders to promote some key actions designed to effect real change in equality and diversity outcomes.

		<p>1.d To introduce equalities training as part of the Member Development Programme</p> <p>1.e Include reporting of delivering race equality outcomes within performance reviews where appropriate</p>	<p>Members Services</p> <p>Head of Human Resources</p>	<p>By October 2004</p> <p>By February 2005</p>	
MAINSTREAMING RACE EQUALITY	<p>2. To ensure race equality work is embedded within the Council at all levels, and is integral to Council services; to make significant progress on eliminating racism, promoting equal opportunities and good race relations; to increase profile of Council's equalities work both internally and externally</p>	<p>2.a To progress the introduction of Equalities Impact Assessments:</p> <ul style="list-style-type: none"> - to conclude pilot EIAs - to develop EIA template, guidance, consultation guidelines and race equality standards - to conduct EIA's on the following strategies or major projects: <ul style="list-style-type: none"> •Local Plan •Community Safety Strategy 	<p>Community Development/ E & P</p> <p>Strategy Officer (Equalities)/Senior Strategy Officer</p> <p>Strategy Officer (Equalities)/Directors/Service Heads</p>	<p>By May 2004</p> <p>By September 2004</p> <p>By March 2005</p>	

		<ul style="list-style-type: none"> •Organisational Development Strategy • Stock Options <p>- to identify those policies, strategies and functions where an EIA would be relevant and draw up a timetable for conducting the assessments (linked to proposed existing review dates)</p> <p>- to screen for relevance services provided by contractors</p> <p>- to offer specific training on EIAs</p> <p>2.b To increase profile of BME and cultural diversity issues through organisation of activities to mark culturally significant events such as Black History Month</p>	<p>DMT's</p> <p>DMTs/contracted services</p> <p>Human Resources/Strategy Officer (Equalities)</p> <p>Strategy Officer (Equalities)/Community Development Equalities Development Team</p>	<p>By November 2004</p> <p>By November 2004</p> <p>From September 2004</p> <p>October 2004</p>	
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		2.c Production of 'Achieving Equality & Valuing Diversity' guidelines including information on race equality legislation, and local BME guide & directory	Strategy Officer (Equalities), & equalities networks	By October 2004	
		2.e To support and facilitate BME Staff Group, and to feedback issues to senior levels of Council	CMT, Strategy Officer (Equalities) & equalities networks	Ongoing	
		2.f To develop corporate guidelines on accessible and culturally sensitive information	Corporate Marketing Officer	By May 2004	
		2.g To review Departmental Equalities Action Plans with the aim of identifying deliverable service-specific outcomes, and linking these to Service Plans	DMTs/Strategy Officer (Equalities)	By November 2004	

		2.h To progress towards Level 2 of Equality Standard	CMT/All	2005	
		2.i To review methods and mechanisms for communicating with staff about equalities issues	Corporate Marketing Officer/Strategy Officer (Equalities)	By January 2005	
TRAINING	3. To train staff in the skills and knowledge needed to accelerate race equality work and eliminate racism, and to ensure all staff are clear about their rights and responsibilities; to deliver targeted enhanced training that will help staff carry out Equalities Impact Assessments; to broaden corporate training to encompass diversity awareness, and to consider providing mandatory equalities training	3.a To review current equalities training to assess its suitability	Head of Human Resources	By October 2004	
		3.b To audit take-up of equality training to date, including analysis of seniority of participants	Employee Relations Manager	By June 2004	
		3.c To develop specific equalities training programmes for key managers and councillors responsible for policy and service delivery, and implementation of Race Equality Scheme	Head of Human Resources	By April 2005	

	for senior staff and elected members	<p>3.d To provide mandatory cultural awareness & diversity training for all new staff</p> <p>3.e To work with Departments to identify service-specific training needs</p>	<p>Head of Human Resources</p> <p>DMTs/Strategy Officer (Equalities)</p>	<p>By April 2005</p> <p>Ongoing</p>	
EMPLOYMENT	4. To develop positive action measures to achieve a workforce more representative of the community it serves; to achieve a higher percentage of BME staff at senior levels of the organisation; to identify and reduce discriminatory practice; to improve Council's reputation as equal opportunities employer	4.a Monitor and review where vacancies are advertised, and review recruitment procedure for adverse impact on BME community	Head of Human Resources	Report to Equalities Panel in October 2004	Prioritising equalities
		4.b Analyse disciplinary and grievance records for race equality issues	Head of Human Resources/Racial Harassment Officer	Report to Equalities Panel in October 2004, and to BME Staff Group	Prioritising equalities
		4.c Review performance management systems to incorporate race equality targets	Head of Human Resources	To be agreed	

		<p>4.d Draw up positive action plan to redress under-representation of BME community in workforce <i>(Include as part of Workforce Development Plan)</i></p> <p>4.e To track BME staff progression from recruitment, training and promotion through to exit</p>	<p>Senior Human Resources Officer/Joint Equalities Group</p> <p>Human Resources</p>	<p>To include high profile at local events eg Big Day Out and BME Jobs Fair 2004 and 2005</p> <p>To report to Equalities Panel in April 2005</p>	
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