Challenging Institutional Racism

A toolkit for the voluntary sector

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Acknowledgments

Contents

Foreword

Foreword by Cllr Kingsley Abrams, Chair of the Association of London Government's Grants Committee.

I am delighted to be introducing this toolkit to London's voluntary sector.

The toolkit builds on the valuable work done by the inquiry into the racist murder of Stephen Lawrence and strengthens the Association of London Government's underlying commitment to making racial equality a key component of providing a quality service.

It clearly sets out our goal of achieving tangible improvements in the delivery of services for the millions of people across the capital who come into contact with the voluntary sector.

We recognise the diversity within the voluntary sector and acknowledge that organisations may be at differing stages of development in terms of tackling institutional racism. In recognition of this, organisations are encouraged to work across sectors to help them make sustainable and progressive steps towards achieving a first-rate record of service delivery which benefits everyone.

I believe that it is vital to challenge your organisational practices and procedures to ensure quality services are provided. I am confident that the toolkit will be extremely useful in this process. Only by doing so can the voluntary sector in London claim to be at the forefront of providing a truly quality service to the people of London.

I hope you find this Toolkit useful.

Executive summary

Voluntary organisations have a responsibility to tackle the racial inequalities that exclude some potential service users from the services to which they are entitled. This toolkit aims to help organisations develop strategies to address race equality; the advice it gives is applicable to all types of voluntary organisation.

The toolkit shows how a voluntary organisation can work with its management committee, staff, volunteers, users and partners to deliver quality services that reach all the communities it should be serving. It will help organisations to assess their strengths and weaknesses and to develop responses to the issues identified. The techniques set out in this toolkit may also be useful in addressing other disadvantaged groups, for example, disabled people, women, lesbians and gay men, refugees and asylum seekers.

Sustainable action

The toolkit shows how voluntary organisations can work towards race equality by introducing activities that 1: apply to the whole organisation, 2: are sustainable, and 3: result in visible improvements in service delivery. These activities will affect governance, employment practices, management and service delivery respectively; organisations should aim to make progress in each of these areas in parallel.

The toolkit consists of three sections, each containing a number of key questions you should be asking yourself *(see Checklist of key questions)*.

Section one: Changing the culture

This section explains how you can change the culture of your organisation from the top. It shows how to introduce and maintain diversity within the organisation by looking at how you recruit, develop and support trustees, volunteers and staff.

Section two: Consultation and planning

This section explores how your organisation can consult with stakeholders to provide a service that meets the needs of the communities it should be serving.

Section three: Partnerships and good practice

This section shows how you can identify good practice in race equality – and share it with partners.

Each of the activities described in this toolkit forms part of an integrated strategy. Implementing this strategy will demonstrate your organisation's commitment to race equality.

Although the toolkit is comprehensive, it is not intended to be intimidating. Its premise is that:

- developing an effective race equality strategy takes time;
- each voluntary organisation is likely to be at a different stage of development;
- few organisations will be able to address all the issues simultaneously and will therefore have to prioritise; and
- development ought to be progressive and sustainable.

Checklist of key questions

Section one
Changing the culture

Developing commitment at the top

Recruiting a diversity of people

Creating a diverse organisation

Supporting a diverse organisation

Section two
Consultation and planning

Consulting with others

Service planning

Monitoring the organisation

Section three
Partnerships and good practice

Sharing good practice

Influencing local and national policy

Changing the culture

The culture of an organisation affects everything it does: how it delivers its services, how it plans new activities and how the people involved with it – trustees, managers, staff and service users – relate to each other.

A commitment to race equality should be so deeply embedded in the culture of an organisation that it influences all its actions. Thinking about the race equality implications of an activity needs to become as routine as thinking about its financial or staffing implications.

Changing your organisation's culture means changing the way people think. Everyone in the organisation must understand why race equality matters. Just as importantly, they must realise what it means for the way they do their job. A good starting point is to review the organisation's processes and structures, as this is a visible sign of a commitment to race equality.

Above all, everyone in the organisation must be able to see that the trustees and managers are committed. They must lead by example. They should make sure that race equality is permanently on the agenda. They should set out what your organisation needs to do to make equality happen, and they should review its progress regularly.

Diversity

A diverse voluntary organisation is one in which the service users, staff, volunteers and trustees differ in terms of their ethnicity, gender, disability and sexuality. However, creating a more diverse organisation is not just about bringing in people from a wider range of backgrounds – you need to give them support as well.

This first section of the toolkit looks at how you can increase the numbers of people from diverse backgrounds in your organisation and at how you can support them. It includes guidelines on working with trustees, volunteers, staff and users.

Developing commitment at the top

Commitment at the top is essential to successful culture change. The trustees and the managers of your organisation must demonstrate the importance they attach to race equality. They should make it a basic element of strategic planning and strategic reviews. They should tell staff, volunteers and users what race equality means for them. They should regularly review their progress and modify their approach where necessary.

Key questions

1   *Have your trustees and managers discussed race equality and what it might mean for your organisation?*

2   *Is your organisation clear about its role in promoting race equality and about how achieving such equality would contribute to its strategic objectives?*

3   *Does your organisation regularly review its progress towards race equality?*

Key question 1

Have your trustees and managers discussed race equality and what it might mean for your organisation?

You must make it clear to everyone concerned that your organisation is serious about race equality. This requires the trustees and senior managers to set an example.

How to do it

- The trustees must first agree that race equality is a priority for your organisation. They may need to hold a special meeting so that all board members can be involved in the decision and can fully understand why it is so important. This will begin the process of ensuring that everyone is committed to race equality.

- Trustees, managers and staff should identify which internal policies and procedures need reviewing: for example, staff recruitment or the election and co-option of trustees.

- Trustees and managers should communicate their commitment to race equality, and the reasons behind it, to the rest of the organisation. You could do this through a meeting with all the staff or through an internal newsletter and team meetings.

- Trustees should set up and chair a race equality working group, preferably with members drawn from across the organisation. The group's terms of reference should cover all aspects of the organisation's employment and service delivery.

- Regular progress reports should be given to the trustees.

Points to consider

- Explain that your organisation is committed to race equality because it believes that, without such equality, it cannot deliver its services effectively.

- Emphasise that this commitment is genuine, and not just a ploy to fend off criticism or to meet the requirements of funders.

- Make progress reports on race equality a standing item on the trustees' agenda. Publicise the progress made in each year's Annual Report.

- The person who takes lead responsibility for your organisation's race equality objectives should be very senior – but do not assume that certain members of staff will want to take on the role because of their own ethnic background. You may be able to co-opt someone on to the board for a specified period to help the trustees get started. A person's knowledge, experience, skills and commitment, together with sufficient seniority to ensure that things get done, are more important than their ethnicity.

Outcomes

You need to be clear about the difference between 'outputs' and 'outcomes'. Outputs are the actions you take to achieve your objectives. For example:

- Setting up a race equality working group
- Asking the group to draw up an action plan

Outcomes are the changes that occurred as a result of your actions. Measuring them can be a complicated task: you need to be very clear about what you want to achieve and to consider what would be evidence that you had achieved it. You might want to look at other methods for collecting feedback such as focus groups, interviews, surveys, storytelling. Some outcomes, particularly changes in the way people think, are hard to assess by measurement.

Key question 2

Is your organisation clear about its role in promoting race equality and about how achieving such equality would contribute to its strategic objectives?

Each organisation has its own objectives, and it must decide for itself how race equality might contribute to achieving them. For example, your organisation might want to know whether the way it delivers its services excludes people from certain ethnic backgrounds – or it might feel that the views of people from a range of different backgrounds would enrich its work.

What might this mean in practice?

- a second-tier organisation might promote race equality to its members;
- a campaigning organisation might comment on how race equality affects the issues it is concerned about (a disability organisation, for example, might look at whether access to its services is affected by ethnicity);
- a service delivery organisation might find out whether clients from different ethnic backgrounds report different levels of satisfaction with its services;
- a community development group might want to ensure that the ethnicity of its members reflect the ethnicity of the community it serves.

How to do it

These different kinds of organisations will probably use different approaches. For example:

- the second tier organisation might decide to distribute briefing papers to its members or hold a seminar on racial equality;
- the campaigning group might identify a policy issue on which to focus;
- the service delivery organisation might carry out some some research with service users.
- the community development group might decide to audit its members and do some research to find out why some ethnic groups are underrepresented.

Points to consider

- Make sure that the race equality issues you choose to work on are central to your organisation's objectives.
- Link your race equality action plan to the organisation's overall strategy so that sufficient resources – including time – will be committed to it.
- Do not try to tackle the whole race equality agenda in one go. There is a long list of issues to address and you will be more effective if you set yourself a realistic timetable for tackling them.

Outputs

Here are some examples of possible outputs:

- the second tier group might gather examples of good practice from its members;
- the campaigning organisation might review the issues it has tackled and their impact in terms of race equality;
- the service provider might review its services to make sure that they are culturally appropriate for the target groups;
- the community development group might seek funding for an outreach worker to work specifically with the local black and minority ethnic community.

Key question 3

Does your organisation regularly review its progress towards race equality?

A change of culture is not always very visible. Carrying out a high-profile review ensures that your organisation can see and celebrate the results of its efforts to promote racial equality.

How to do it

The review should be conducted at several levels:

- The trustees should ask for regular progress reports on the action plan.
- Managers should use newsletters, team meetings or full staff meetings to keep the rest of the organisation informed about progress.
- Service users and supporters should also be told about progress, perhaps through the annual report or newsletters.
- Race equality should be included in strategic planning systems. This will help to ensure that the eventual action plan is revised in the light of experience.

Points to consider

- You should regularly involve all stakeholders in the processes of review so that the whole organisation can share the trustees' commitment to race equality.
- Remember that it is not a failure if you do not achieve your targets. It may simply mean that you need to try a different approach.

Outcomes

The key questions here are whether the review process has been shared and whether the organisation has been able to modify its approach in the light of experience. So, for example:

- The second tier organisation might look at whether there have been changes in the profile of its membership or in the number of requests from members for help with race equality issues; it might also look at any new networks it has set up or joined that consider race equality issues.
- The campaigning organisation might look at its information and research base to establish how far its own awareness of race equality has improved.
- The service delivery organisation might look at the modifications it has made to its services, at the kind of people it has consulted and at any changes that might have occurred in the profile of its users.
- The community development group might look at how closely the ethnicity of its members reflects the ethnicity of the community it serves.

Recruiting a diversity of people

Trustees

Trustees hold the key to changing the culture of an organisation. They should understand the purpose of the organisation, the environment in which it operates and their role as a board member. They should be able to drive the organisation forward. When recruiting trustees, you should look for people who have specific skills or experience (such as the experience of being a service user). Offering training can be an effective way of attracting people who have the commitment to be a trustee but not necessarily the practical experience of committee work.

Volunteers

Volunteers often deliver front line services to an organisation's users: for example, a telephone help-line, counselling services or caring support. It is therefore important to ensure that your organisation has a range of volunteers who understand the needs of a range of users.

Staff

In order to introduce diversity into your workforce you will need to look at the procedures you use for recruiting staff. Organisations with few black and minority ethnic members of staff often use the excuse that 'they do not apply'. These organisation need to ask themselves what image they present to black and minority ethnic communities and what they can do to make themselves more attractive. Introducing transparent methods of recruiting and selecting staff can help to eliminate bias. You could also incorporate specific race equality criteria into the person specification.

Many voluntary organisations use external suppliers: for example, they may hire contractors to carry out training, research or evaluation. Your organisation should make sure that its contractors pursue race equality objectives.

Key questions

4   *Does the diversity of your trustees reflect the diversity of the people your organisation works with?*

5   *How are your volunteers recruited and supported?*

6   *How are your staff recruited?*

7   *Does your organisation ensure that its suppliers develop race equality policies and practices?*

Key question 4

Does the diversity of your trustees reflect the diversity of the people your organisation works with?

An organisation must widen its recruitment process if it wants to attract black and minority ethnic trustees. If your organisation is clear about the specific contribution it expects from trustees, this will make it easier for you to attract people. You should also examine the actual process of recruiting new trustees.

How to do it

■ Draw up role specifications for trustees. There will be specific roles for chair, treasurer etc. as well as generic roles for all members. Include a reference to the importance of achieving race equality in service delivery.

■ Advertise as widely as you can, depending on the size of your organisation and its budget. If possible, advertise in a national newspaper, including the black and minority ethnic press. Approach people from black and minority ethnic organisations, or black and minority ethnic staff from organisations in other sectors.

■ Think about whether service users should also be represented on the board. This is a complex issue, as it raises questions of competence to serve and also of conflicts of interest for certain groups of service users; you may need to seek advice from the Charity Commission.

■ Devise specific criteria for selecting trustees. Relevant knowledge and experience plus the ability to promote race equality effectively are essential, irrespective of ethnicity.

Points to consider

■ Review recruitment procedures to ensure that they do not discriminate directly or indirectly against black and minority ethnic people.

■ You might want to make a point of inviting black and minority ethnic service users to join the board if your organisation has user representation at Board level. Ensure that they are supported in raising the question of equality in service delivery.

■ Do not assume that someone from a black and minority ethnic organisation will automatically know about the race equality aspects of your service. You may need to recruit specialists or run a training or mentoring programme.

Outcomes

Look at trends over time: for example, the number of black and minority ethnic members recruited and the number who leave. Try to make more qualitative measurements: for example, to what extent black and minority ethnic trustees contribute to decision making; the priority given to race equality by the management committee.

Key question 5

How are your volunteers recruited and supported?

In many voluntary organisations, volunteers are central to service delivery. If your target audience is predominantly people from black and minority ethnic communities, your volunteers should be of the same ethnicity – this does much to convince potential users that their needs will be understood.

How to do it

- Compare the ethnic profile of your volunteers with those of current service users and potential service users. Is there a mismatch?
- Think about how volunteer vacancies are advertised. Can the diversity of your organisation's volunteers be widened by using different avenues of recruitment, such as local black and minority ethnic community centres and the black and minority ethnic press?
- Review the volunteer selection process to ensure that it is free of discrimination and bias.

Points to consider

Ask the National Centre for Volunteering for advice on recruiting black and minority ethnic volunteers.

If the majority of the people you recruit have traditionally tended to be white, do not expect to be able to change the ethnic profile of your volunteers overnight. It will take time.

Outcomes

A greater number of black and minority ethnic volunteers. You might try to find out whether this has attracted more users from black and minority ethnic backgrounds, or has increased the satisfaction of existing black and minority ethnic users.

How are your staff recruited?

Do your job advertisements reach a sufficiently wide range of people? Where and how you advertise is important: in particular, whether the image you convey is that of an organisation which welcomes employees from diverse backgrounds because of the range of attributes they bring.

Carry out an analysis of each job, including its title, its purpose and its main duties and responsibilities; include a specific responsibility to meet race equality objectives. Think about how you might assess the ability of potential employees to meet these criteria.

How to do it: job advertisements

- To reach the largest number of suitable candidates, your organisation needs to know where people seeking jobs might look: for example, Job Centres, local community centres, the black and minority ethnic press. There are disability employment advisers and there may be local employment resource centres or agencies that specialise in matching disabled people to jobs.

- Investigate new sources of recruits, such as the New Deal for unemployed people or local ESF projects. However, try to avoid advertising your vacancies in too many different outlets. First check carefully who uses each outlet and what kind of jobs they tend to look for. Monitor the number of applications received from various outlets and do not be afraid to stop using those that do not work.

- Look at your standard job advertisements. What image of the organisation do they convey to black and minority ethnic people? Consult a range of people, including some black and minority ethnic employees from outside your organisation.

- Do not use illustrations of black and minority ethnic people in your recruitment material unless:
  - the artist really can draw people from different ethnic backgrounds;
  - the organisation can back up its use of such images by stating what it is doing about race equality.

- You may not be able to afford a large advertisement, but because all recruitment literature reveals a lot about an organisation, ensure that you make the most of it.

- Mention any benefits such as flexible working or good maternity leave.

- Include an explicit statement about the importance of race equality to your organisation. Explain how you are tackling institutional discrimination and promoting race equality; if you have a race equality strategy group, be sure to mention it.

Points to consider

Here are some extracts from recent job advertisements that highlight a responsibility to ensure equal opportunities:

- A charity providing services for people with alcohol, drug and mental health problems specified that applicants 'must demonstrate an understanding of how discrimination affects access to services'.

- A charity addressing diversity, social exclusion and equality issues in sexual health specified that its new director will 'ensure that we promote a positive profile of the communities we serve'.
- An organisation providing safe accommodation for women is looking for a manager who 'must have an ability to address the different needs of women from under-represented groups. Knowledge of a community language would be an advantage.'

How to do it: job descriptions

- Each job description should have an agreed person specification defining the minimum skills needed to do the job satisfactorily.
- Keep the job description simple and practical.
- Use criteria that describe precisely what is expected of the person. 'Must be able to give simple information courteously to the public in Hindi' is better than 'must be able to speak and write Hindi fluently'. Requiring a person to be 'committed to equal opportunities' is too vague – you need to know more precisely what this commitment means in order to be able to test it.
- Do not include unnecessary criteria. Ask yourself whether an applicant really needs this or that qualification. The Head of Finance may well need a finance qualification, but this is not necessarily essential for a finance assistant. Knowledge and first-hand experience may be better measures of a person's suitability for the post of director than five GCSEs or even a degree.
- On the other hand, you should always ask for qualifications if they really are necessary to do the job: for example, vocational skills such as NVQ in childcare.
- Do not limit yourself to UK qualifications – there may be equivalent and recognised overseas qualifications. However, if you do need to recruit people with a particular level of qualification, make sure that you choose those whose overseas qualifications are recognised here.
- Include specific race equality criteria not just in jobs where the postholder deals directly with the public but also in management and policy development jobs.

How to do it: assessing the potential of staff to met race equality objectives

- The shortlisting of candidates is based on the information they gave on the application form. Therefore you need to decide which criteria can be met by the application form alone and which should wait for the interview. For example, a candidate might be able demonstrate culturally specific criteria from previous experience and knowledge, and this information can be used for shortlisting. However, commitment to your organisation's race equality objectives would be hard to demonstrate on an application form and therefore is best discussed at the interview.
- Set up a panel to carry out the shortlisting and selection. You might want to include an outside expert who can advise on the technical aspects of the job. In some organisations, the shortlisting is done by the staff alone while the interviews are carried out by staff and trustees; ideally, though, the shortlisting and interviewing should be done by the same people.

- The interview questions should be designed to test whether the applicant meets the criteria in the person specification. The panel should agree on the kind of evidence it is looking for: for example, whether a candidate understands that providing a front line service to a diverse range of people may require some specific language skills or some understanding of cultural differences.

- Use structured shortlisting and interview schedules to assess each candidate against the selection criteria. Some organisations weight these criteria according to importance. However, if an applicant scores zero for one of the essential criteria – including commitment to race equality – they should be eliminated.

Points to consider

- Remember that experience and skills can be demonstrated as much by a history of unpaid work as by paid work.

- During the interview, do not take the candidate's responses at face value, especially those concerning race equality. Use follow-up questions to probe how genuine their knowledge is. For example, if candidates say they are committed to equal opportunities, ask them precisely how they might demonstrate this in practice, especially with respect to service delivery.

- Do not involve a black and minority ethnic person on a selection panel simply as a token or solely in order to ask questions about race. This suggests that your organisation thinks only black and minority ethnic people can understand the issues – in other words, that it is marginalising race.

Outcomes

An increase in applications from black and minority ethnic candidates.

More black and minority ethnic people securing jobs in your organisation.

Key question 7

Does your organisation ensure that its suppliers develop race equality policies and practices?

Many voluntary organisations use external contractors to provide services such as training, consultancy, evaluation and research. Your organisation should ensure that its contractors deliver their services in a way that promotes race equality.

How to do it

■ Set minimum criteria that contractors must meet: for example, that they should have an equal opportunities policy that specifies how they should deliver their services and recruit their staff.

■ Compile a brief describing what the project or service is aiming to do and what its time scale is. This brief should say clearly how race equality objectives should be met. For example, a research brief might require the researcher to interview a certain proportion of black and minority ethnic service users – in which case the interviewers might need to be able to speak certain languages. A market researcher might explore the particular needs of potential black and minority ethnic users. A trainer might need to have an understanding of the Race Relations (Amendment) Act and the guidance produced by the Commission for Racial Equality.

■ Monitor whether contractors have complied with race equality objectives. Ask how their equal opportunities policies have been implemented in delivering their services to your organisation. Points to consider

■ To find out how well a contractor pursues race equality objectives you could ask for a reference from a previous client.

■ Beware of contractors who pay lip service to race equality. Minimum criteria are, of course, important, but you should also set – and monitor – criteria that are appropriate to the particular service being provided.

Outcome

The organisation will only use contractors who are actively pursuing race equality objectives.

Creating a diverse organisation

Trustees and managers must have a good understanding of race equality issues if they are to provide effective leadership. They need to be familiar with the concept of institutional discrimination, and with the principles and practices that an organisation needs to adopt to tackle the various forms of discrimination.

Key questions

8 *Do your trustees keep themselves well informed on race equality issues?*

9 *Does your organisation ensure that its staff develop expertise in race equality?*

Key question 8

Do your trustees keep themselves well informed on race equality issues?

Trustees must have a clear understanding of race equality issues if they are to give effective leadership to the organisation. Their task is to lay down general principles and to devise strategy rather than to work out the fine detail of how to implement the action plan.

How to do it

- Identify the skills required. These will be linked to your organisation's strategic objectives. For a campaigning organisation, these might include an understanding of the organisation's policy and strategy on race equality. For a service delivery organisation, knowledge of the cultural phenomena that might limit access to the organisation's services is critical.

- Audit the existing expertise of trustees. What skills and experience do they already have concerning anti-discrimination strategies and race equality? What gaps do members identify, for themselves individually and for the board collectively?

- Draw up a plan for developing these skills within the board. This may be done through training, through co-options or through learning from the experience of other organisations.

Points to consider

- For trustees, acquiring the skills to set strategic objectives for race equality is critical if they are to demonstrate commitment from the top.

- There are many ways in which trustees can acquire knowledge and skills.

- Learning from other organisations can be a valuable way of forming new partnerships, to the long-term benefit of both partners. It is also an effective way for larger groups to support smaller groups.

- Trustees might use the lists they have compiled of existing skills and the gaps to be filled as a starting point for recruiting new trustees.

- If your organisation is small, you may need look outside for specific expertise (for example, from second-tier groups) in addition to developing a full range of skills within the board.

- Regular audits will establish how far the skills gaps have been filled. As further strategic objectives are set, the skills and knowledge required by the board will continue to need reviewing.

Outcome

A trustee board that is highly committed to race equality, understands what the organisation needs to do to achieve it and has the skills to support staff in carrying out the plans.

Key question 9

Does your organisation ensure that its staff acquire expertise in race equality?

The trustees decide strategy, but it is everyone else's job – from senior managers to front-line workers and support staff – to implement it. Their competence is critical to the effectiveness of the race equality strategy. It is often assumed that only front-line workers who deal directly with service users need to have an in-depth knowledge of those users' needs. Yet if the middle and senior managers responsible for policy, planning, recruitment and decision making do not also have a good understanding of race equality issues, the organisation will not be able to address institutional discrimination effectively.

How to do it

- Identify what operational changes the race equality strategy requires from different groups of staff. For example, senior managers may be asked to modify their approach to planning services. Policy staff might be involved in researching the needs of different types of user. Service managers will assess potential employees understanding of race issues at the recruitment stage.
- Develop a staff training programme adapted to the specific needs of different groups of staff.
- Recognise existing skills.
- Ensure that all staff understand what the programme is trying to achieve and which new skills they will be expected to acquire.
- Reinforce the training with regular management meetings and staff team meetings to discuss race equality.

Points to consider

- Make sure that the new skills expected of staff – and the training programme for developing those skills – are really relevant to what people do in the course of their jobs.
- Many staff may already possess the required skills but for various reasons are not using them. Recognise these skills where they exist and try to involve these members of staff in delivering the training programme.
- Do not automatically assume that staff from black and minority ethnic backgrounds have all the required skills.
- Ensure that the training programme is ongoing, as the strategic plan is bound to evolve and staff will be joining or leaving the organisation.
- The person specification should state clearly the race competencies identified for each job.

Outcome

The organisation should assess how well staff have understood and promoted race equality as part of their job. This could be done as part of an annual survey and incorporated into annual staff appraisals.

Supporting a diverse organisation

A diverse organisation retains its staff by valuing new recruits and offering them career development within the organisation. Staff will leave if they feel they are not valued. This represents a waste to the organisation and also reinforces the message that its culture is unattractive to people from diverse backgrounds.

Key questions

10 *Do you support your black and minority ethnic trustees in their role?*

11 *What support does your organisation provide to enable volunteers to pursue race equality objectives?*

12 *What systems does your organisation have for monitoring the retention and progress of black and minority ethnic staff?*

13 *Does your organisation offer a welcoming environment to black and minority ethnic staff that is free from indirect discrimination?*

Do you support your black and minority ethnic trustees in their role?

Organisations should ensure that all trustees, including black and minority ethnic members, are given the support they need to do their job.

How to do it

■ Create an induction programme that includes information about how your organisation plans to make services more accessible to people from black and minority ethnic communities. Ask new members how effective they think the programme is in informing them about the organisation's commitment to race equality.

■ Think about setting up a mentoring programme for new trustees so that they can 'shadow' the work of a more experienced member.

■ Ensure that meetings are held in accessible venues and at times convenient to all the trustees.

Points to consider

■ Black and minority ethnic service users can make uniquely valuable suggestions for improving services.

■ Do not expect black and minority ethnic trustees to take on all the race equality issues. Race equality is the responsibility of all trustees.

Outcomes

Monitor the effect of any mentoring programme: for example, did the person shadowing the treasurer eventually take on that role?

Find out whether the suggestions made by black and minority ethnic service users were discussed and acted upon.

Key question 11

What support does your organisation provide to enable volunteers to pursue race equality objectives?

To ensure that their volunteers deliver an effective service, organisations should provide them with management and support, including adequate induction, supervision and training. For detailed advice on the management and support of volunteers, contact the National Centre for Volunteering or your local volunteer bureau (address available from the National Association of Volunteer Bureaux).

How to do it

- Mention your organisation's race equality objectives in the induction programme for volunteers. Tell them that they have the same rights and responsibilities as paid staff where discrimination is concerned.

- If necessary, give volunteers training to develop their awareness of the differing needs of potential service users and how these needs can be met.

- Give all your volunteers regular supervision. Ask them whether they are working with black and minority ethnic users, and if so, what issues have arisen and what suggestions they have. Ask if they need any help with the race relations aspects of the job.

Points to consider

- You could organise a special meeting of all volunteers to talk about the race equality issues that arise in the course of their work.

- Although it is sometimes necessary for a volunteer from a specific ethnic group to work with a user from the same group, do not fall into the trap of matching all your black and minority ethnic volunteers with black and minority ethnic users. The point about diversity is that everyone learns from each other. Volunteers working with black and minority ethnic users should be able to ask their black and minority ethnic colleagues about ways of improving the service they give.

Outcome

Volunteers should understand the most appropriate ways of working with black and minority ethnic users.

Key question 12

What systems does your organisation have for monitoring the retention and progress of black and minority ethnic staff?

There are too few black and minority ethnic staff at chief executive and senior management level in voluntary organisations. Research shows that people from minority groups often take longer to settle into organisations because there are too few role models or people they can ask for information and support. Organisations should tackle these problems through their induction, training and appraisal procedures.

How to do it

- All new members of staff should take part in an induction programme that includes:
  - information about the organisation's values, and in particular why it values diversity;
  - a structured schedule of visits to existing staff and to external agencies;
  - a period 'shadowing' a senior member of staff;
  - a period of mentoring by experienced colleagues.
- All staff should have their training needs analysed. This should form part of appraisals and should be based on the requirements of the job and the staff member's aspirations for the future.
- The appraisal system should include both probationary and annual performance reviews based on competencies. All appraisals should include an assessment of how well the staff member has met equality objectives.

Points to consider

- Ensure that mentors are trained in how to support new staff.
- Ensure that new employees know what is expected of them during their probationary period and that they are able to contribute to setting these objectives.
- Future appraisals should look at career aspirations and how the organisation can support the continuous professional development of each worker.
- If positive action training for black and minority ethnic members of staff is set up (see appendix D), make sure that it really is addressing the underlying problem. In one local authority there was low take-up for a managerial course specifically for black and minority ethnic staff. When asked why this was so, the staff concerned said they felt that their failure to progress was the result of the organisational culture rather than of any lack of talent on their part.

Outcome

More black and minority ethnic staff at higher levels within your organisation.

Key question 13

Does your organisation offer a welcoming environment to black and minority ethnic staff that is free of direct and indirect discrimination?

Once your organisation has taken steps to make its employment policies and practices non-discriminatory, it needs to ensure that the broader working environment it offers does not make staff from black and minority ethnic backgrounds feel intimidated, embarrassed, humiliated or uncomfortable.

Obviously, the first priority is to ensure that everyone connected with your organisation – staff, volunteers, trustees members and service users – is protected from overt racial harassment. As an example of 'direct discrimination', this is illegal and you must do something about it. Your existing grievance and disciplinary procedures may be adequate for dealing with cases of racial harassment should they arise, but you must also make sure everyone knows that they have a responsibility not to harass other people in the organisation and that any infringements will be treated seriously.

A more difficult form of discrimination to deal with, because it is usually less visible, is what the Race Relations Act 1976 calls 'indirect discrimination' (see Appendix A). This is where an organisation treats all its staff in the same way, irrespective of their background, but where the result of that treatment is that employees belonging to a particular group are disadvantaged: for example, if an organisation holds a residential training course during Ramadan, this might prevent practising Muslims from attending. Indirect discrimination is also illegal, but it can be more difficult to prove than direct discrimination.

Your organisation may also be guilty of certain practices that, though not illegal, make staff from black and ethnic minority backgrounds feel less than welcome: for example, the images you use in your promotional literature, or the tolerance with which you view so-called 'canteen culture'.

How to do it

- Ensure that your organisation has a harassment policy that defines what racial harassment is and states that it will not be tolerated. Alternatively, make sure that your grievance and disciplinary procedures adequately cover harassment.

- Ensure that everyone in your organisation is aware of the different forms of discrimination, especially indirect discrimination, and your policies and procedures for dealing with them. This can be done through staff meetings or team meetings and as part of the induction programme for new staff.

- Examine all aspects of the working environment you offer to ensure that it does not discriminate indirectly against people from black and ethnic minority backgrounds. You might look at:

  - **language and literacy requirements:** for example, do not insist that staff doing manual jobs should be able to read and write English if the work really does not demand it;

  - **dress code:** for example, do not insist that staff who deal with the general public should be clean shaven, as this will indirectly discriminate against Sikhs.

■ **attendance requirements:** for example, do not ask black and ethnic minority staff to attend evening meetings if this will expose them to an increased risk of racial attack while they are on their way to and from the meeting. If you provide services do you make sure that service users cultural preferences are respected with regard to food, celebrations, attendance at church, mosque, synagogue or temple? Do the pictures on the wall represent disabled people or people from black and minority ethnic groups in a positive light?

Points to consider

■ Be on your guard against a 'canteen culture' developing in your organisation, characterised by jokes involving racial stereotypes, complaints about 'political correctness', dismissive body language and other types of behaviour calculated to make black and minority ethnic staff feel that they do not fully belong.

■ Another way of making black and minority ethnic staff feel unwelcome is to use drawings or photographs in your promotional and recruitment literature which suggest that all your staff and volunteers are white.

Outcome

Trustees, staff, volunteers and service users know that harassment and discrimination will not be tolerated.

The environment is welcoming and valuing to all people who use it.

Consultation and planning

An organisation's services should be made equally accessible to all current and potential users, regardless of their ethnic background. To achieve this, your organisation must be aware of the ethnic background of potential users and of any specific cultural needs they may have; in addition, it must know how to communicate information about services to them. You should also be aware of what other agencies are doing and if necessary should work in partnership in order to fill gaps and avoid duplication.

Your organisation should plan its services to meet the requirements of the whole community. In some cases this may mean adapting these services to the specific needs of ethnic groups. This is known as the 'provision of culturally appropriate services', in that certain aspects of the services will be provided in different ways to different users.

There are, however, reasons other than cultural inappropriateness that can prevent people from using services: for example, they may simply be unaware that the service exists. And organisations should remember that, although providing accessible services means adapting them to the individual user, it is essential to provide the same standard of service to everyone.

The key to providing a good quality service to people from black and minority ethnic communities is feedback. Organisations should consult their users regularly, to measure both the take-up of services by people from black and minority ethnic groups and their satisfaction with those services. Organisations might also think about commissioning independent research into what prevents people from using their services, as this will enable it constantly to improve them.

Consulting with others

Effective services are rarely provided in isolation. An organisation needs to know how its services fit in with those provided by other organisations. Consulting widely, particularly with the black and minority ethnic voluntary sector, will ensure that these connections are mapped and any gaps in services are identified.

Key question

14 *Does your organisation consult widely on the needs of potential black and minority ethnic service users?*

Does your organisation consult widely on the needs of potential black and minority ethnic service users?

Effective services are rarely provided in isolation. Service users are likely to be referred to and from other services, or to be using other services at the same time. Your organisation needs to know where it fits into the wider picture and how it can make links with other agencies. Collaboration with other organisations working with black and minority ethnic communities will enable you to build up a detailed picture of the needs of users and the patterns of service take-up.

How to do it

■ Set up a black and minority ethnic advisory group. Invite representatives from relevant statutory, voluntary and community agencies, including both specialist black and minority ethnic groups and agencies working with the client group. Recognise the time commitment that members of the group make and pay their expenses if necessary.

■ Join local networks dealing with race equality issues. Encourage issue-based networks to think about the race perspective.

■ Ensure that these groups are consulted about current services as well as about proposed changes to services or new services.

■ Consult, via focus groups or individual interviews, people from black and minority ethnic communities who do not use your services.

Points to consider

■ Try to persuade your partners on the advisory group to commission joint research – it is their responsibility too.

■ Get someone from the advisory group or network to undertake desk research; there is national research into the needs of black and minority ethnic communities that may be transferable to your local area.

■ Organise a series of focus groups to canvass the views of different sections of the population: women, men, specific ethnic communities, disabled people etc.

■ Do not be surprised if black and minority ethnic respondents say that their needs are the same as those of other people. The greatest barriers are often a lack of public awareness about the service or the perceptions of those who deliver it.

Outcome

The compilation and distribution of a written report on the lessons learnt from the consultation exercise.

Service planning

Organisations should monitor the ethnicity of their service users to establish whether various groups are using services to the extent expected.

Your organisation needs above all to know if it is attracting service users from black and minority ethnic communities in direct proportion to their needs. To do this, it must first acquire baseline information about who is currently using the services and what proportion of potential users from the different communities they represent. Once you know how well or how badly you are doing in reaching potential users, you should ask why certain people who are eligible for the services are not taking them up. You can then draw up a properly targeted action plan to attract new users from the underrepresented communities.

Your organisation will also need to monitor the outcomes of its services for different ethnic groups; although some groups might be using a service, they might not be benefiting from it in the same way as other groups. Where the service has definable outcomes – such as the gaining of a qualification or the successful referral of clients to an appropriate service – these should be monitored by ethnicity.

Key questions

15 *Does your organisation know where its potential black and minority ethnic users are and whether they are using the service?*

16 *How does your organisation find out what current and potential black and minority ethnic service users want?*

17 *Does your organisation have an action plan for increasing the take-up of its services by people from black and minority ethnic users?*

Key question 15

Does your organisation know where its potential black and minority ethnic users are and whether they are using the service?

To find out whether it is reaching the whole community within its catchment area (defined as everyone with a particular disability or interest, or everyone living within a particular locality), your organisation first needs to obtain 'baseline' information. This is done by asking a series of questions: How many ethnic communities are represented within your catchment area? What is their size? Where do their members live? What proportion of people from the different communities are eligible to use your organisation's services? What is the current level of take-up?

How to do it

■ Map your organisation's potential users from the black and minority ethnic population. Possible sources of information include:

  ▮ the local authority. The planning department should have population projections by ethnicity and location and by broad age categories. The housing department carries out regular household surveys for the local authority area;

  ▮ the local Learning and Skills Council should have information on the characteristics of the workforce, and on employment and unemployment;

  ▮ strategic planning documents, such as the Community Care Plan or research conducted by the Early Years Partnership;

  ▮ area-based regeneration programmes, such as Single Regeneration Budget bids, New Deal for Communities etc.

■ Set up an ethnic monitoring system. Use the census categories as a basis (some categories may need to be aggregated if the numbers of particular ethnic groups are low). You might also want to use additional categories, such as travellers or refugees from a particular community.

■ Monitor users at the point when they take up the service, and if appropriate when they leave the service. Second-time users may be monitored as well if people often return to the service or if they use it on an occasional basis.

■ Measure equality of access by comparing the proportion of people using the service with the baseline of potential users.

■ Compare the baseline figures with the organisation's own ethnic profile of users.

■ Identify who is not using the service.

■ Set realistic targets for each group with the aim of achieving equality of access.

Points to consider

- The baseline is an important concept. Do not forget that certain communities might be eligible to use the service to a greater (or lesser) extent than their numerical representation in the local population would suggest. For example, a health project needs to know that people from some ethnic groups are more likely than others to suffer from certain health problems. This information may be available from the local health authority.

- Information on the ethnicity of people who inquire about the service but do not use it can be particularly valuable. There may be eligibility criteria that penalise certain communities unfairly.

- Organisations offering an ongoing service rather than a one-off visit should attempt to track individuals through the system, as this may show whether certain outcomes can be associated with certain ethnic backgrounds.

- Second-tier organisations offering services to individual members of organisations must decide whether it is the organisation or the individual that they should be monitoring. For example, if they are giving advice to build the capacity of the organisation, they should monitor the organisation; but if the advice or training they provide is intended to enhance an individual's role within the organisation, they should monitor the ethnicity of the individual.

- Even if all ethnic groups are using the service in proportion to their representation in the general population, this does not necessarily mean that equality has been achieved. For example, because unemployment is high amongst black and minority ethnic communities, a project targeting unemployed people should expect to attract a higher proportion of black and minority ethnic clients than occurs in the general population.

- A variety of barriers can limit the use of services by black and minority ethnic communities. They may result from the organisation's failure to:

  - provide culturally appropriate services. If, for example, an organisation cannot offer counselling in Gujerati, it may not be able to provide a full service to the Gujerati population in its area;

  - realise that a need exists. The organisation may, for example, believe that black and minority ethnic communities 'look after their own' and have little need for family support;

  - make specific communities aware of its services;

  - emphasise those aspects of its service that are particularly relevant to black and minority ethnic users;

  - provide types of support that are particularly beneficial for black and minority ethnic users, such as childcare.

Outcome

The organisation will know which communities are not using its services.

Key question 16

How does your organisation find out what current and potential black and minority ethnic service users want?

Consultation is essential if an organisation is to improve its current service delivery and plan for the future. The most appropriate methods of consulting people from black and minority ethnic communities will vary according to the type of information sought: for example, your organisation may choose to talk to users about a specific aspect of service delivery or as part of a wider user consultation exercise.

Having found out who is not using the service, your organisation now needs to find out about the needs of potential users from different black and minority ethnic backgrounds. How do they find out about services? What alternatives do they have? What perceptions do they have of the service? What cultural factors affect their perception of the service? What practical factors affect their ability to use it?

Few organisations monitor successful outcomes by ethnicity. This means that discrimination can go undetected. It is essential to find out what proportions of the various ethnic groups derive benefits from using the service.

How to do it

■ Be clear about what you want to find out. Be equally clear about whether you are simply consulting users or involving them in making decisions. People can become very disillusioned with consultation if it is not made clear at the outset how far they can influence what you do. For example, the purpose of the exercise could be to:

▮ evaluate current services with a view to making specific improvements for black and minority ethnic users;

▮ explore how best to raise the awareness of people who are not using the service;

▮ shape future provision with a view to setting up a new service;

▮ consult users more generally as part of a process of continuous improvement.

■ Decide who will be consulted: Everyone? A cross section of black and minority ethnic groups? Users from a particular ethnic group? Female users? Disabled users?

■ Identify the best method of consulting black and minority ethnic users. This could include:

▮ focus groups or individual interviews with users and staff. These are most suitable for canvassing opinions that will be used to inform specific service improvements and to promote awareness. Focus groups are effective in communicating why people make certain choices and how they perceive services, but they require a lot of resources;

▮ user 'awaydays'. These can be helpful in canvassing suggestions for new provision;

▮ evaluation forms, exit interviews, complaints procedures, suggestion boxes and user forums are best used to inform continuous improvement;

- ❚ individual surveys can provide very detailed information about individuals, but again require considerable resources;
- ❚ involving other groups may be helpful (for example, consulting community and statutory organisations that have an insight into needs);
- ❚ postal surveys can reach large numbers of people, but they assume a certain level of literacy.
- ■ Collate the information obtained from the consultations and write a report containing the findings, their implications and a set of recommendations.

Points to consider

- ■ Your research may need to involve carers and families as well as individual service users.
- ■ A black and minority ethnic community group can provide access to people who may be prepared to take part in a focus group.
- ■ Ensure that interviewers and facilitators speak the relevant languages.
- ■ Try to persuade partners with more resources – such as the local authority or the Learning and Skills Council – to commission research.
- ■ Remember to ask current black and minority ethnic users about what might encourage people from their communities to use the services.
- ■ Some people may not want to provide personal information, including their ethnicity. But if you explain carefully why you are asking for this information, they are more likely to oblige.
- ■ Focus groups or workshops should be run by experienced facilitators with some knowledge of the community being consulted.
- ■ User consultation can be time consuming and expensive. Choose the method most appropriate for your budget and your staff complement. Be clear about which aspects of your organisation's activities are being targeted.
- ■ Obtaining user feedback from specific communities should not be just a one-off exercise, but a continuing process that forms part of your organisation's strategic planning.
- ■ If you regularly consult the same individuals or groups, they may develop 'consultation fatigue': think about reimbursing people for their time or their travel costs, or offering them an incentive to take part (such as free training).
- ■ Ensure that black and minority ethnic users know how their views have been used, what has been decided and what action has been planned.

Outcome

Your organisation will have a clearer idea of what current users value about the service, what changes they would like to see and why some people from some black and minority ethnic groups are not using the services. This information should be used as the basis of an action plan.

Key question 17

Does your organisation have an action plan for increasing the take-up of its services by black and minority ethnic users?

Using the information gathered during the consultation, your organisation should now decide what it should do to bring about equality of access to the service and equality of outcomes from it. You should draw up an action plan that specifies the detailed activities, the people responsible for carrying them out and the time scale.

Equality of outcome is as important as equality of access. You will need to measure the benefits of the service to users to ascertain whether any failure to benefit is linked to the individual's ethnicity.

How to do it

- Look at the findings of the ethnic monitoring. What inequalities have been detected? Which ethnic groups are not using the service? Which ethnic groups are failing to benefit from the service even though they are using it?

- Set realistic targets for access to services for all the major ethnic groups in your organisation's catchment area. The ideal should be equality of access for all communities, but this may need to be modified in the light of the resources you have available. What your organisation can afford to do will be the subject of the action plan.

- Use the needs analysis to redefine the level of service all users can expect: for example, three hours of care per week or ten sessions of counselling.

- Decide what the service is aiming to achieve: for example, to place users in stable employment; to prevent users from entering residential care; to support users in making genuine choices about their future care. These aims may be no more than what is already expected, but restating them as performance measures means that they can be monitored by ethnicity.

- Discuss why gaps in services might be occurring. This could be a task for the race equality strategy group (if there is one) or for the management or the trustees. An experienced facilitator might help to focus people's thoughts. Use the findings from the research into barriers to initiate the discussion.

- Measure equality of outcome for each performance measure. This entails looking at the rates of achievement for each ethnic group.

- Based on the discussion, devise a set of activities to address specific inequalities.

- Consider the financial implications of these activities and devise an action plan that includes:
  - actions that can be taken without extra expenditure;
  - actions that require additional resources (you could link these to plans for future funding applications or for collaboration with a partner)
  - future research on unresolved issues.

- Set a date for reviewing the action plan and decide how you will judge how effective it has been.

Points to consider

- Make sure that the plan contains targets for improved access for new users and for improved rates of satisfaction for existing users from black and minority ethnic communities. Set a date for when these targets will be achieved.

- Use the research to support future funding applications.

- The review might show that an activity has not led to more people from a particular ethnic group using your service. Carry out some consultation to find out why the activity did not work and what might work better.

- Do not expect to achieve equality immediately. It is better to set conservative targets that your organisation can expect to meet within its existing resources than to over-estimate what be achieved.

Outcome

Increased use of your services by people from all people who could benefit from them.

Increased satisfaction with your services from users from black and minority ethnic groups.

Equality of outcomes across users from all ethnic communities.

Monitoring the organisation

Even in very small organisations, the ethnic composition of staff, volunteers and management committee members should be monitored. Larger organisations should also keep a record of where jobs were advertised and the equal opportunities details of applicants, including those shortlisted and appointed.

Key question

18 *What action is your organisation taking to monitor the ethnic composition of its staff?*

Key question 18

What action is your organisation taking to monitor the ethnic composition of its staff?

An ethnic monitoring system will provide the basis for analysis and continuous improvement. However, although many organisations collect statistics about the ethnicity of staff, they do not always do anything with this information: the implications of the statistics need to be analysed. This will enable your organisation to discuss why certain patterns are emerging and to devise responses to any gaps.

How to do it

- Using the new census categories, take a 'snapshot' of your current staff in terms of their ethnicity, gender, sexuality and disability. Keep the snapshot up to date by monitoring new staff and leavers.

- Ensure that the information remains confidential and is used only in aggregate form.

- Be aware of the ethnic background of your employees as it relates to their progression through the organisation. This will require you to look at:
  - applications
  - successful recruits
  - leavers
  - internal progression
  - training
  - appraisal results
  - harassment and discrimination cases.

- Devise a system that specifies how the statistics are to be reported and with what frequency. This will inform the analysis stage.

- Analyse the implications of any patterns that emerge and devise appropriate actions in response. For example:
  - Why is it that the black and minority ethnic representation is good but there are no African Caribbean men in senior positions? Is it because African Caribbean men in junior positions tend to leave the organisation very quickly? Perhaps you need to analyse the exit interviews for African Caribbean men to find out why they left and where they went.

  - What happened during the year following that management development course for black and minority ethnic women? It may be that none of the women progressed because there were no opportunities open to them during the year. Are there other ways in which women can take on greater managerial responsibility, such as acting up or secondment?

  - Did any black and minority ethnic disabled staff take advantage of the assertiveness course for disabled people? If none of them attended the course, ask them why not.

41

Points to consider

- Your monitoring system must make it possible for all black and minority ethnic employees to be grouped together so that they can be compared with the other employees. The system should also be able to disaggregate the statistics so that rates for individual ethnic groups can also be examined.

- Analyse by gender and ethnicity, disability and ethnicity, sexuality and ethnicity. This may reveal, for example, that the organisation is doing very well at recruiting disabled people, but that none of them is from a black or minority ethnic background; or that the black and minority ethnic women in senior management position are all of Indian origin.

- Do not simply report percentages. They can be meaningless when they refer to very small numbers of particular ethnic groups: for example, the progression rate for Chinese people within your organisation may look good – but this is because there is only one Chinese woman in the whole organisation.

- Do not set yourself unrealistic targets: for example, to achieve total equality within three years. The danger is that, if an organisation does not achieve its target, it might abandon its action plan.

- Do not set ambitious targets for recruitment without also looking at targets for retention and progression. Initial success may not be sustained. Having a less ambitious recruitment target for black and minority ethnic staff but combining it with measures to improve retention and progression within the organisation is more likely to be effective.

Output

An effective ethnic monitoring system.

Partnerships and good practice

All voluntary organisations operate within a web of relationships with other organisations – local and national, general and specialist, temporary and permanent. These groupings may be informal and free-floating or formal and highly structured; and they will fulfil different functions, including:

- representing the views of member agencies to local and national policy makers;
- facilitating communication amongst member agencies and between the voluntary sector and the statutory and business sectors;
- helping to raise the profile of issues of joint concern;
- improving the effectiveness of member agencies in providing information, advice and support;
- identifying and responding to new issues and needs;
- acting as an informal standard-setter.

All these types of grouping offer an opportunity to raise race equality issues.

Partnership working enables organisations to pursue race equality issues more effectively because it:

- benefits black and minority ethnic communities or groups of service users;
- provides fresh input into an organisation;
- improves relationships and referrals between agencies;
- makes agencies better informed about developments in race equality issues and more able to benefit from them.

This section explores how partnerships can lead to more effective services to black and minority ethnic users, whether provided by the voluntary, statutory or private sectors. It looks at how services to black and minority ethnic communities can be improved by sharing good practice. Generic agencies and the black and minority ethnic voluntary sector can work together to provide a seamless service.

Sharing good practice

Every organisation acquires its own body of expertise. However, the existence of this know-how is seldom explicitly acknowledged by the organisation because it resides with the staff, many of whom will eventually leave the organisation, taking their knowledge with them.

If you wish to make your organisation sustainable, you will need to acknowledge the importance of this 'intellectual capital' and set up systems for recording it, refining it and making it available internally. It can then be shared with those outside the organisation.

Key questions

19 *Has your organisation developed its own expertise in promoting race equality?*

20 *Does your organisation share good practice and collaborate with others?*

Has your organisation developed its own expertise in promoting race equality?

In time, every organisation will develop its own expertise in working towards race equality, both as an employer (in its recruitment of staff and volunteers) and as a supplier of services (in how it reaches and benefits black and minority ethnic communities). This know-how is acquired with considerable effort, but its value to the organisation – and to others – is not always acknowledged

How to do it

■ Set up a system for recording the organisation's expertise, perhaps by using some of the procedures recommended in this toolkit. Record, for example:

- how trustees can work through race equality objectives for the organisation;

- how to recruit black and minority ethnic volunteers;

- how to run effective focus groups with potential black and minority ethnic users;

- how to increase awareness of the organisation's services in the black and minority ethnic community.

■ Identify any expertise that is particularly effective when delivering services to black and minority ethnic communities. Staff and volunteers know what the organisation is good at and where there is room for improvement, so they should be actively involved in identifying expertise and making it accessible.

■ Do not underestimate the complexity of the task. Recording expertise is not simply a question of noting down a few practical procedures, but of trying to understand a set of relatively complicated and unstructured concepts. It will require staff to engage in a considerable amount of analysis and reflection.

Points to consider

■ Staff and volunteers may be reluctant to talk about their expertise, either because they think it is something that cannot be written down or because they feel that the question is intrusive. There needs to be an open and collaborative culture in the organisation if this kind of investigation is to work.

■ Organisations can become so preoccupied with the desire to produce a document, any document, in time for the deadline, that they pay too little attention to its content and its potential value to users. What you produce must meet a real need, as identified by service users, staff and others.

Outcome

The organisation continually increases and refines its learning and expertise and passes these on to its own staff and others.

Key question 20

Does your organisation share good practice and collaborate with others?

An effective organisation is outward looking and values its links with other organisations. It shares its expertise in order to foster the development of good practice. It looks for partners to undertake joint work that will be of mutual benefit.

Before entering into a partnership, the organisations concerned should be clear about three things: what the purpose of the partnership is, what each organisation can realistically offer to it and what they hope to gain from it. Voluntary organisations may be able to contribute to another organisation's services in a way that improves access by black and minority ethnic clients. Small black and minority ethnic voluntary organisations can often provide a more effective service by working together.

Rather than viewing other organisations as competitors, an organisation with a confident and outward-looking culture will seek out opportunities to make contact with others. To do this, the organisation needs to know where it is positioned within its own field and within the broader policy and political context.

How to do it

- Before collaborating with partners, your organisation needs a good understanding of its achievements and its shortcomings in working towards race equality. Any gaps may be filled by working with other organisations. For example: How are users referred to your service and where do they go afterwards? Could this process be more effective if managed jointly?

- Organisations also need to be clear about the potential barriers to partnership working. For example, if one organisation finds that none of its clients is ever referred to another organisation because they do not meet the eligibility criteria, the two could work together to overcome the problem.

- Think carefully about how joint working might benefit your organisation, as this will enable you to decide what you are prepared to offer. Set down what you hope to gain and what you are prepared to offer in a written plan for partnership working.

- Identify who you wish to share good practice with. This could be:
  - members of a network;
  - the organisation's own membership;
  - other agencies working in the field;
  - the wider public.

- There are different types of partnership your organisation could help to set up depending on what it wants to achieve. For example:
  - as a partner in a consortium your organisation could deliver or sub-contract services;
  - collaborating with another organisation could result in an enhanced service to the users of both organisations;
  - your organisation could act as a source of referrals to other agencies.

Points to consider

■ The current competitive environment can inhibit the development of collaborative relationships – but remember that these relationships can in themselves be an effective way of responding to competitiveness.

■ Defining what your organisation is about, where its expertise lies and who its potential partners might be are not tasks to be done in times of crisis, when it can be difficult to think creatively. Working relationships need time and nurturing to develop.

■ Before working with others, an organisation must acquire a basic understanding of itself. The information it needs to do this already exists, but fragmented under a variety of headings: for example, the origins and history of the organisation; its sources of funding; the services it provides and the people who use them; its possible future directions; and the threats and opportunities it faces. Such information can be found in annual reports, leaflets, monitoring reports, funding applications, etc.

■ Too often, however, important information is not written down but stored in people's heads. It may not be readily available to colleagues, and it can be lost altogether when staff move on. You should make a determined effort to retrieve this information and interpret it into key facts and figures.

■ Look at how your organisation communicates its achievements, both internally and externally. It could use newsletters, the annual report, press releases, seminars, conferences and network meetings.

■ Tell all your staff and volunteers about what partnerships are achieving so that the benefits of this way of working can be more widely understood.

■ Recognise that your staff are the chief means by which your organisation can add value to a partnership. Specify in job descriptions and similar documents that staff will be expected to work outside the organisation, and develop their capacity to do so by means of training and appraisal.

Outcomes

As a result of sharing good practice, your organisation has learnt lessons from other organisations.

Changes have also occurred in the other organisations.

An evaluation of the effectiveness of partnership working will depend on the type of partnership, but could well look at:

  ▮ additional services provided for black and minority ethnic users;

  ▮ additional funding coming into the organisation;

  ▮ progression for black and minority ethnic clients to other organisations.

Influencing local and national policy

Influencing policy at local and national government level is increasingly recognised as a legitimate role for voluntary organisations. Although it requires less effort to respond to policies after they have been drafted, the voluntary sector – and in particular the black and minority ethnic voluntary sector – really needs to get involved in shaping the policy agenda. This requires some political awareness, particularly of how the consultation and lobbying system works locally and nationally; and organisations that are in a position to influence policy will need to raise their profile.

Key questions

21 *Is your organisation aware of the benefits of influencing local and national policy?*

22 *How does your organisation identify the people and agencies it should be influencing?*

Is your organisation aware of the benefits of influencing local and national policy?

Most voluntary organisations have access to a local network and usually a national one too. Hence there is a legitimate role for these organisations in influencing policy at local and national government level. This may seem like a daunting prospect, but it need not be. An awareness of the political environment is particularly important when the organisation's funding is insecure.

How to do it

■ Be clear about what your organisation's field of expertise is – this will require both clarity and realism. What does the organisation have to say, and on what subjects?

■ Be realistic about how much time your organisation can afford to spend on 'influencing'. It may not be feasible to sit on endless committees, but you might be able to talk to someone who does and to influence them. You may not have time to attend network meetings on a regular basis, but you could respond by e-mail to network policy briefings or consultations.

■ Decide why your organisation wants to influence policy:

Do you want to 'influence the influencers' so that they can represent your views at a regional or national level and lobby on your behalf?

Do you want to formulate policy jointly with policy makers (that is, sit on advisory committees)?

Points to consider

■ You will need to be politically aware, in the sense of knowing how the consultation and lobbying system operates. However, lobbying will not necessarily require enormous effort. Much will depend on your organisation's state of readiness: for example, do you have the key facts and figures about yourself and your service area to hand, and are these facts and figures up to date and convincing?

■ Do not wait until there is a crisis before getting involved with shaping the policy agenda – it is not the ideal time for making considered responses.

■ Your staff may not have the knowledge and training they need to be able to respond to the new roles expected of them and of other organisations: for example, the move towards commissioning, purchasing and more formal regulation.

Outcome

A clear idea of which policies your organisation wants to influence.

Key question 22

How does your organisation identify the people and agencies it should be influencing?

Your organisation should identify the key local people it needs to influence and should stay in regular contact with them. They will include the major funders and others – such as councillors, community leaders and the local press – who have influence locally. The aim is to make these people aware of your organisation's existence and eventually to enlist their support.

How to do it

- Identify the right people to influence. This can be done by joining an appropriate network or forum or by participating in one-off events such as a campaign. Networks are increasingly important as a means of disseminating good practice amongst organisations and of providing a collective voice to lobby local and central government. They are also increasingly involved in funding matters.
  Examples of such networks are:
  - the black and minority ethnic regional network at borough or regional level (for example, MiNET);
  - the specialist voluntary sector network operating at a local or regional level (for example, the London Regeneration Network);
  - general forums operating on a London-wide basis (for example, the Civic Forum and the Black Londoners' Forum).
- Identify the advisory committees you may find it beneficial to sit on: for example, the local authority's race strategy forum or a London-wide committee on employment.
- Identify the key people working in the policy field you are interested in. Keep in touch with them regularly, through formal or informal meetings.
- Decide upon the appropriate level of involvement for your organisation and check that there is a return. Feed back the findings to all staff so that they are aware of how the organisation maintains its influence.

Points to consider

- Maintain contact with key people regularly and in an appropriately personalised way – remember that you are establishing a relationship. Your annual report (if it is professionally produced and gives a good overview of the organisation) together with a well-written covering letter could be a start. Alternatively, send them a Diwali card!
- Your organisation may be invited to sit on a lot of committees, and you may be tempted to accept the offers because you feel that it will help to maintain your profile. However, there is no point in influencing a lot of people unless there are benefits to your organisation.

Outcome

The key to measuring influence is whether anything happened as a result of your organisation taking part:

- What policies were amended as a result of your input?
- Did you feel that the network representative took account of your views?

Institutional racism

This section of the toolkit looks at institutional racism: how it can be defined and how it can affect the way organisations operate. There is also a summary of the Race Relations (Amendment) Act 2000 and an explanation of how it links in with the advice provided in the toolkit.

The Stephen Lawrence Inquiry

The Inquiry into the Murder of Stephen Lawrence, which reported in February 1999, defined institutional racism as:

> *'The collective failure of an organisation to provide an appropriate and professional service to people because of their colour, culture, or ethnic origin. It can be seen or detected in processes, attitudes and behaviour which amount to discrimination through unwitting prejudice, ignorance, thoughtlessness and racist stereotyping which disadvantages minority ethnic people.*
>
> *It persists because of the failure of the organisation openly and adequately to recognise and address its existence and causes by policy, by example and leadership. Without recognition and action to eliminate such racism, it can prevail as part of the ethos or culture of the organisation. It is a corrosive disease.'*

The inquiry found the following definition helpful:

> *'Institutional racism is the process by which people from ethnic minorities are systematically discriminated against by a range of public and private bodies. If the result or outcome of established laws, customs or practices is racially discriminatory, then institutional racism can be said to have occurred.'*

The inquiry also acknowledged, however, that its definition of institutional racism was not definitive. It stated that the concept was principally intended as a tool to help analyse the dynamics of a group or organisation and that it needed to be refined over time.

The inquiry concluded that:

> *'If racism is to be eradicated, there must be specific co-ordinated action within agencies and by society at large, particularly through the education system, from pre-primary school upwards.'*
> (The Stephen Lawrence Inquiry: Report of an inquiry by Sir William Macpherson of Cluny, Home Office, 2000)

The Parekh Report

The Runnymede Trust, an independent think tank promoting racial justice in Britain, set up its Commission on the Future of Multi-Ethnic Britain in January 1998. The Commission was chaired by Professor Bhikhu Parekh and reported in July 2000. The Parekh Report takes the concept of institutional racism one step further by defining its various interacting components and summarising the key organisational changes needed to address it.

Key components of institutional racism

- **Indirect discrimination.** Members of the black and minority ethnic communities do not receive their fair share of the benefits and resources available from an organisation and do not receive a professional, responsive and high quality service. They do receive more than their fair share of penalties and disadvantages.

- **Employment practices.** Members of the black and minority ethnic communities are not recruited to the extent that could be reasonably expected, or having been recruited, receive less than their fair share of promotion, training and career development opportunities.

- **Occupational culture.** Racist arguments, stereotypes and assumptions go unchallenged in everyday conversation and affect how the organisation treats members of the public. There is cynicism about so-called political correctness and little or no emphasis on reducing inequalities and valuing diversity. Black and minority ethnic staff feel that they do not really belong in the culture of the workplace. Their world views, culture and experiences of racism are not acknowledged.

- **Staffing structure.** Senior management positions are disproportionately held by white people.

- **Lack of positive action.** Few or no efforts have been made to recruit black and minority ethnic staff to senior positions or to involve them in major decision making.

- **Management and leadership.** The task of addressing institutional racism is not regarded as a high priority for leaders and managers, either personally or professionally, and is seldom or never considered in mainstream decision making.

- **Professional expertise.** Few members of an organisation's staff have skills in intercultural understanding and communication and in handling and defusing situations of actual or potential conflict and tension.

- **Training.** Few staff have received relevant high quality training. They do not understand the concept of institutional racism and do not know what they themselves can do to address it.

- **Consultation.** Organisations do not listen to, let alone seek out, the view and perceptions of black and minority ethnic communities.

- **Lack of information.** Organisations do not systematically examine the impact of their policies and practices in order to judge whether or not they have a negative impact on black and minority ethnic communities.

(Report of the Commission on the Future of Multi-Ethnic Britain, The Runnymede Trust, 2000)

The Race Relations (Amendment) Act 2000

When the report on the Inquiry into the Murder of Stephen Lawrence was published in February 1999, one of its recommendations was that:

'the full force of the race relations legislation should apply to all police officers and that chief officers of police should be made vicariously liable for the acts and omissions of their officers relevant to that legislation.' (Recommendation 11)

The Home Secretary committed the government to introducing legislation that would bring the functions of all public bodies, not just the police, within the scope of the Race Relations Act 1976. The Race Relations (Amendment) Act 2000, which came into force on 2 April 2001, extends the scope of the 1976 Act in two important ways:

- It makes racial discrimination by the police and other public authorities in the carrying out of any of their functions illegal (Section 1).
- It places on specific public authorities a new and enforceable general statutory duty to eliminate unlawful racial discrimination and to promote equality of opportunity and good relations between different racial groups (Section 2).

Under Section 1, the new Act defines a 'public authority' very widely. Anyone whose work involves functions of a public nature must not discriminate on racial grounds while carrying out those functions. This means that all functions of public authorities such as central and local government, the police and the NHS are subject to the Race Relations Act 1976.

The new positive duty in Section 2 only applies to the public authorities specified in Schedule 1 of the Act. It is significant in that it gives statutory force to the imperative of tackling institutional racism. Currently, Schedule 1 covers:

- all ministers and central government departments;
- local authorities, regional development agencies and enterprise networks;
- police authorities;
- health authorities, health boards, NHS trusts and primary care trusts;
- governing bodies of maintained schools, colleges and universities;
- the Housing Corporation, Scottish Homes, housing action trusts.

The Home Secretary can add or delete authorities by order and the Commission for Racial Equality expects that a number of authorities will be added to the list after Home Office consultation.

Section 2 requires these public authorities to emphasise the need to eliminate unlawful discrimination and promote equality of opportunity and good race relations in carrying out their functions. They will be expected to consider the implications for racial equality of everything they do: for example, allocating council housing, closing or opening a hospital or a school, and managing prisons.

The new positive duty will also apply to any private or voluntary agency carrying out a public function such as running schools, prisons or immigration detention centres, enforcing parking controls or providing residential care. All such activities must be free of racial discrimination. Indeed, the Commission for Racial Equality has issued guidance for public authorities on their obligations under the new Act. This suggests that, if a public authority contracts out a function, it should include non-discrimination and/or race equality performance standards as obligations under the contract, and that, if such terms are included, the contract should also provide for effective monitoring and enforcement (The General Duty to Promote Racial Equality: guidance for public authorities on their obligations under the Race Relations (Amendment) Act 2000, Commission for Racial Equality, 2001).

The Home Secretary may also impose specific duties that state what each public authority will have to do to comply with the general duty. The Commission for Racial Equality expects that these specific duties on public authorities will include:

■ A duty on all public authorities to monitor their staff by ethnicity.

■ A duty to assess the impact of proposed policies on racial equality and to consult on them.

■ A duty to monitor the impact of existing policies and practice on racial equality.

The nature of the specific duties, and how they might apply to different types of public authorities, has been decided following public consultation by the Home Office and the Scottish Executive. Orders imposing the specific duties have been made.

The Commission for Racial Equality will be issuing codes of practice containing practical examples of how different types of public authorities can comply with their general and specific duties. Please refer directly to the CRE for more information about these practical codes and how they might apply to your organisation.

In order to ensure that public authorities are ready for the implementation of the Act, the CRE has suggested that they should:

■ Define their functions: that is, what they must do and what they can do. Then identify, by ethnicity and other relevant criteria, the people for whom they should be providing services.

■ Consult with employees and the people affected by these policies and practices, including people from ethnic minorities, listening to the concerns and perceptions of the organisation's position on racism and racial equality.

■ Monitor their work force and the outcomes of policies and practices.

■ Assess, by examining the impact of policies and practices, whether all ethnic groups are being treated fairly: Do they have equal opportunities and equal access to benefits, facilities and services? If not, why not?

■ Change, where there is evidence from monitoring which shows unequal outcomes between different ethnic groups, in order to prevent direct or indirect discrimination and to promote greater equality.

■ Implement good policies on racial equality by ensuring that they are understood and put into practice at every level within the organisation. The policies should also be reinforced through staff performance appraisals and disciplinary procedures.

(Strengthening the Race Relations Act, Commission for Racial Equality, 2000)

The new Act has far-reaching implications for voluntary organisations that carry out public functions, either independently or under contract to public bodies such as Health Authorities and local authorities.

Direct racism and racial violence

The Institute of Race Relations has published a report entitled *Counting the Cost: racial violence since Macpherson*, which points out that, since the publication of the Stephen Lawrence Inquiry Report, the anti-racist agenda has concentrated on how organisations tackle their internal racism. However, the IRR report goes on, voluntary organisations must also examine how their work influences, and is affected by, the external racism of society:

> *'How it is influenced by the wider issues, for example, racist media portrayal of black and minority ethnic communities and asylum seekers, by changes to the legislation which particularly impact on black and minority ethnic people, by the incidence and severity of racial harassment'*
> (*Counting the Cost: racial violence since Macpherson*, Institute of Race Relations, 2001).

Direct racism and racial violence have an impact on society and the agencies which serve that society, and they must be therefore addressed. The new definition of a racist incident as 'any incident which is perceived to be racist by the victim or any other person' (The Stephen Lawrence Inquiry: Report of an inquiry by Sir William Macpherson of Cluny, Recommendation 12, Home Office, 1999) has implications not just for the criminal justice system, but also for the voluntary sector, where racist incidents could take place between users, staff, volunteers and management committee members. Although an incident might be perceived as racist, it will have to be investigated to establish whether racism really was a contributory factor. Voluntary organisations must therefore have a sophisticated understanding of the difference between non-racist incidents occurring between members of different ethnic groups and those that are racially motivated.

Voluntary organisations also have a responsibility to address the wider issues of direct racism that affect the services they provide, for example by:

- acquiring a better understanding of the racist culture within society and of the incidence and seriousness of racial violence;
- developing their own views on the effect that racial violence has on the lives of their users and on their ability to take up the organisation's services;
- forming networks and forums to discuss these issues;
- taking an advocacy role in supporting users and their families who are subject to direct racism.

The guidance in this toolkit should equip an organisation to address the management, employment and service delivery implications of direct, indirect and institutional racism.

Useful contacts

Black Training & Enterprise Group London Network
Regent's Wharf
8 All Saints Street
London N1 9RL
Telephone 020 7713 6161
Facsimile 020 7837 0269

Offers business planning, project development and management; networking and partnership development; seminars and workshops; regular bulletins.

Commission for Racial Equality
Elliot House
10–12 Allington Street
London SW1E 5EH
Telephone 020 7828 7022
Facsimile 020 7630 7605

Works towards the elimination of racial discrimination and promotes equality of opportunity. The CRE funds ninety racial equality councils across the country and has devised the Racial Equality Means Business Standard for Employers.

Confederation of Indian Organisations
5 Westminster Bridge Road
London SE1 7XW
Telephone 020 7928 9889
Facsimile 020 7620 4025

Offers one-to-one advice sessions, telephone advice, and information and training on organisational development.

**Consortium of Lesbian, Gay and Bisexual
Voluntary and Community Organisations**
322 Upper Street
London N1 2XQ
Telephone 020 7354 8848
Facsimile 020 7354 8002

An umbrella body offering support, advice and information for lesbian, gay and bisexual groups on services, capacity building, training and organisational development.

Disability Discrimination Act Information Line
Telephone 0845 762 2633

Free information about the Act, the Code of Practice and other provisions, including those relating to employment.

Equal Opportunities Commission
Arndale House
Arndale Centre
Manchester M4 3EQ
Telephone 0161 833 9244
Facsimile 0161 833 8312

The EOC challenges and acts as a catalyst for change in employment practices, equal pay, retirement and pensions, rights for pregnant women and part-time workers, education and training.

Federation of Black Housing Organisations
374 Gray's Inn Road
London WC1X 8BB
Telephone 020 7837 8288
Facsimile 020 7278 8118

An umbrella body for the black-led housing sector and black people working in housing, FBHO works to eliminate racism in housing by providing information, advice, support, research and training and represents the interests of its members to policy makers, the government and funding bodies.

Greater London Action on Disability (GLAD)
336 Brixton Road
London SW9 7AA
Telephone 020 7346 5800
Facsimile 020 7346 5810

Serves disabled people who live, work or study in London. Provides information, consultancy, training and access audits, supports other groups and campaigns on issues affecting disabled people.

Institute of Race Relations
2–6 Leeke Street
King's Cross Road
London WC1X 9HS
Telephone 020 7828 7022
Facsimile 020 7582 9929

A London-based national charity providing information, undertaking research and producing publications on race relations.

Lesbian and Gay Employment Rights (LAGER)
Unit 1G
Leroy House
436 Essex Road
London N1 3QP
Telephone 020 7704 6066
Facsimile 020 7704 6067

An independent advice agency giving free, confidential advice and information to lesbians and gay men who are having work-related problems. It offers organisations consultancy and training on good employment practices.

1990 Trust
South Bank Technopark
90 London Road
London SE1 6LN
Telephone 0207 717 1579
Facsimile 0207 717 1585

A national organisation committed to building sustainable networks in the black voluntary sector, combating racism and increasing the participation of black communities in the political process.

Project Fullemploy
Tower House
11 Artillery Lane
London E1 7LP
Telephone 020 7377 9536
Facsimile 020 7377 9858

An education, training and community development organisation serving black and minority ethnic communities.

Race on the Agenda
Bow House Business Centre
153–159 Bow Road
London E3 2SE
Telephone 020 8983 7144

A policy development, information and research service for London's black and minority ethnic voluntary sector. Specialist areas include educational achievement, racial harassment and community care.

The Refugee Council
3 Bondway
London SW8 1SJ
Telephone 020 7820 3000
Facsimile 020 7582 9929

A national organisation providing advice, practical support and training to asylum seekers and refugees in the UK. It works with local and national organisations to devise policies that address the needs of refugees.

The Runnymede Trust
133 Aldersgate Street
London EC1A 4JA
Telephone 020 7600 9666
Facsimile 020 7600 8529

A think tank on race relations and cultural diversity, offering consultancy, support and advice on social exclusion.

Women's Resource Centre
Unit 100
134–146 Curtain Road
London EC2A 3AR
Telephone 020 7729 4010

Offers information, support and access to services via a telephone helpline for women in London; also provides referrals on all issues affecting women and a newsletter for women's organisations in London.

Useful publications

Equal opportunities, diversity and race equality

Cheung-Judge, M-Y., and Henley, A., *Equality in action: introducing equal opportunities in voluntary organisations*, NCVO, 1994 (tel 020 7713 6161).
Takes a voluntary organisation through the process of implementing equal opportunities, giving both theory and practical exercises on designing, implementing and evaluating an equal opportunities policy.

Commission for Racial Equality, *Strengthening the Race Relations Act*, CRE, 2000 (tel 020 7828 7022, website www.cre.gov.uk).
Summarises the main provisions of the Race Relations (Amendment) Act 2000.

Commission for Racial Equality, *The general duty to promote racial equality: guidance for public authorities on their obligations under the Race Relations (Amendment) Act 2000,* CRE, 2001 (tel 020 7828 7022, website www.cre.gov.uk).
Gives guidance for public authorities on the Race Relations (Amendment) Act 2000.

Department for Environment, Transport and the Regions, *New Deal for Communities race equality guidance*, DETR, 2000 (tel 020 7944 3000, website www.detr.gov.uk).
Gives useful coverage of consultation and partnership working, monitoring and evaluation and assessing the needs of black and minority ethnic communities. There are checklists for action and good case studies.

Employment Service, *Equal opportunities: ten point plan for employers*, Employment Service, no date (for free copy write, quoting reference PL922, to ISCO5, The Paddock, Frizinghall, Bradford BD9 4HD).
An accessible guide for all employers on developing an equal opportunities policy and staff recruitment, selection, promotion and training; also covers drawing up action plans, target setting and monitoring progress against objectives.

Home Office, *Race equality in public services*, Home Office, 2001 (website www.homeoffice.gov.uk).
This essential document, second in an annual series, describes what the government is doing to promote race equality in public services and how far it is achieving its aims. It looks at areas of public service delivery, summarising the initiatives targeting minority ethnic communities within each area and giving the latest statistics broken down by ethnicity.

Institute of Race Relations, *Counting the cost: racial violence since Macpherson,* IRR, 2001 (tel 020 7828 7022).
Examines, from the point of view of the victims' families, how public bodies, including the police, have dealt with serious racial incidents in London since February 1999. It suggests that understanding the impact of racial violence on black and minority ethnic communities should become part of every voluntary organisation's programme for tackling institutional racism.

Kandola, R., and Fullerton, J., *Managing the mosaic: diversity in action*, Institute of Personnel Development, 1994 (tel 020 8946 9100).
One of the first books to deal with the concept of diversity management in organisations, it distinguishes between equal opportunities and diversity and suggests a model for managing diversity in the workplace.

Parekh, B., *The future of multi-ethnic Britain*, Runnymede Trust, 2000 (published by Profile Books, tel 020 7404 3001, website www.runnymedetrust.org.uk).
This major report about Britain becoming both a community of citizens and a community of communities is in three parts: a vision of Britain; issues and institutions; and strategies of change. It defines 'mainstreaming' as *'the process of assessing the implications for different individuals or communities of any planned action'*.

Social Exclusion Unit, *Minority ethnic issues in social exclusion and neighbourhood renewal*, SEU, 2000 (tel 020 7270 6315).
The Social Exclusion Unit, part of the Cabinet Office, has published a number of reports on various aspects of social exclusion. It also commissioned eighteen Policy Action Teams to look at aspects of deprived neighbourhoods. This report summarises the minority ethnic issues that have been raised in all the work to date and shows how they fit into the context of broader government policy.

Toolkits, quality standards and checklists

Commission for Racial Equality, *Racial equality means quality*, CRE, 1995 (tel 020 7828 7022, website www.cre.gov.uk).
Sets out racial equality standards for local government, but is also relevant to voluntary organisations. The outcomes section is a useful checklist covering policy and planning, service delivery, community development, employment (recruitment, selection, developing and retaining staff) and marketing and corporate image.

Employment Service, *Closing the gap: a self-assessment pack for New Deal partnerships*, Employment Service, 2000 (tel 0114 259 6622).
This toolkit helps New Deal partnerships to work towards race equality in the government's New Deal Welfare to Work programme. Nine modules cover inclusive partnerships, consultation, staff development, engaging black and ethnic monetary providers, businesses and jobseekers, mentoring, ESOL and continuous improvement.

Equality Exchange, *Gender equality checklist*, Equal Opportunities Commission, no date (tel 0161 838 8367, website www.eoc.org.uk).
This checklist on gender equality practices for employers covers commitment, awareness, information and monitoring, implementation and procedures and reviewing.

Farley, T., *Practical Quality Assurance System for Small Organisations*, Charities Evaluation Services, 1997 (tel 020 7713 5722, website www.ces.org.uk).
PQASSO is a quality assurance system aimed at small voluntary organisations. This publication outlines standards and suggests how the system can be implemented, measured and assessed. The equal opportunities standard can be referred to as a checklist.

National Training Organisations National Council, *Quality matters: NTOs and equal opportunities*, NTONC, 2000 (website www.nto-nc.org)
This comprehensive guide to equal opportunities for NTOs (industry training bodies) looks at: managing equal opportunities; how to analyse priorities; how to integrate equal opportunities into core activities; and developing internal capacity to address equal opportunities.

North West London Training and Enterprise Council, *The diversity toolkit*, NWLTEC, 1998.
This practical guide to introducing diversity into organisations follows the Business Excellence model: policy and planning, communication and consultation, employee management, employee development, service delivery, supply management, community involvement, business results.

Yorkshire Forward, *Active partners: benchmarking community participation in regeneration*, Yorkshire Forward, 2000 (tel 0113 243 9222, website www.yorkshire-forward.com).
This toolkit, produced by the Regional Development Agency for the Yorkshire region, identifies twelve benchmarks relating to four dimensions of community participation: influence, inclusivity, communication and capacity. Each benchmark is accompanied by key considerations, suggestions for good practice, brief case studies and indicators.

Capacity building, community participation and research methods

Blackaby, B., and Chahal, K., *Black and minority ethnic housing strategies*, Chartered Institute of Housing, 2000 (tel 01247 6851700, website www.cih.org).
Although aimed at the housing sector, this book contains useful information on: researching the needs of black and minority ethnic communities; community involvement in the design and delivery and services; setting objectives; monitoring and evaluation.

CAG Consultants, *User feedback methods*, London Boroughs Grants, 1996 (tel 020 8891 5021).
This comprehensive overview describes various research methods, discusses their advantages and disadvantages, and outlines research planning and issues to consider.

Department for Environment, *Transport and the Regions*, Involving communities in urban and rural regeneration: a guide for practitioners, DETR, 1997 (tel 01709 891318, website www.detr.gov.uk).
This manual covers consulting with stakeholders and building partnerships, and the sections on involving ethnic minorities and faith communities describe practical techniques for mapping, consulting, networking and establishing need.

Social Enterprise Partnership Ltd, *Project cycle management and project training: framework training manual*, DETR, 2000 (tel 01497 831770, e-mail sep.fs@btinternet.com).
This manual, designed to help New Deal for Communities Partnerships to design, implement and evaluate development projects, describes the six stages in the life of a project, from policy planning through problem solving and implementation to evaluation, and provides the practical tools needed to carry out project cycle management.

National Coalition for Black Volunteering, *Noticeable by their absence: black volunteers in charities*, NCBV, 2000 (tel 020 7723 5328, e-mail ncbv@aol.com).

This report on a recent survey gives background information and statistics on the (still low) rates of black volunteering and describes the attitudes to black participation by the voluntary organisation surveyed.

Skinner, S., *Building community strengths: a resource book on capacity building*, Community Development Foundation, 1997 (tel 0207 226 5375, website www.vois.org.uk/cdf).

This comprehensive collection of case studies, checklists and practical guidelines on community capacity building has in-depth sections on developing people and organisations, community infrastructure and strategic planning. There are particularly useful checklists for conducting research and consultation exercises.

Zahno, K., *Working with the black voluntary sector: good practice guide*, Pan London Community Regeneration Consortium, 1997 (tel 0207 700 8105, e-mail plcrc@lvsc.org.uk).

This guide, aimed at organisations seeking to involve the black voluntary sector as equal partners in regeneration, looks at: involving the sector in partnerships and delivery; understanding the diversity of the sector; the black and minority ethnic communities of London. There is a comprehensive contact list of organisations working in the field of racial equality.

Definitions and terminology

Equal opportunities: the absence or removal of barriers to economic, social and political participation on the grounds of difference, for example due to a person's gender, race or disability.

Diversity: embracing diversity values and celebrates the full range of skills, knowledge and life experience of individuals with different values, attitudes, cultural perspectives and religious beliefs.

Social exclusion: a shorthand term for what can happen when people or areas suffer from a combination of linked problems such as unemployment, poor skills, low incomes, poor housing, high crime, bad health, poverty and family breakdown. A key factor in perpetuating social exclusion is a lack of economic involvement in employment or training.

Direct discrimination: this occurs when a person is treated less favourably than others on grounds of their sex or marital status or on racial grounds, i.e. due to their race, colour or nationality (including citizenship) and ethnic or national origin.

Indirect discrimination: this occurs when a rule, condition or requirement which applies equally to everyone has a disproportionately adverse effect on people from a particular racial group, or on one sex, or a married person of the same sex, and there is no objective justification for the rule.

Disability: the Disability Discrimination Act defines a disabled person as someone with '*a physical or mental impairment which has a substantial and long-term adverse affect on his ability to carry out normal day-to-day activities'*. A long-term effect is one that is more than minor or trivial.

Disability discrimination: occurs when an employer or provider of goods, facilities or services treats a disabled person less favourably than someone else for a reason relating to their disability, unless they can justify doing so. Employers and providers of goods, facilities or services must make reasonable adjustments in certain circumstances. Failure to do so without justification is also discrimination.

Institutional racism: the collective failure of an organisation to provide an appropriate and professional service to people because of their colour, culture or ethnic origin. Such failure in processes, attitudes and behaviour amounts to discrimination through unwitting prejudice, ignorance, thoughtlessness and racist stereotyping.

Positive action: measures targeted at a particular group that are intended to redress past discrimination or to offset the disadvantages arising from existing attitudes, behaviours and structures.

Victimisation: it is unlawful under equality legislation to victimise anyone because he or she has made or supported a complaint of racial, disability or sexual discrimination.

Harassment: unwanted behaviour or bullying that a person finds intimidating, upsetting, embarrassing, humiliating or offensive. Racial harassment is any act, intentional or not, which is unwanted or unprovoked of a racial nature, or which, based on race, a person finds intimidating, offensive, or affects their dignity in any way.

2001 Census Definitions: Standard Classification for Ethnic Monitoring in England

White
- British
- Irish
- Any other White backgrounds

Mixed
- White and Black Caribbean
- White and Black African
- White and Asian
- Any other mixed background

Asian
- Indian
- Pakistani
- Bangladeshi
- Any other Asian background

Black or Black British
- Caribbean
- African
- Any other Black background

Chinese or other ethnic group
- Chinese
- Any other

Equal opportunities legislation

Race Relations Act 1976 (RRA) and the Sex Discrimination Act 1975 (SDA)

Both Acts have legally binding equal opportunities provisions for employers and service providers. They define three main types of discrimination:

- **Direct discrimination.** When a person is treated less favourably than others on grounds of race, sex or marital status. The RRA defines 'racial grounds' as race, colour or nationality (including citizenship) and ethnic or national origins.

- **Indirect discrimination.** When a rule or condition or requirement which applies equally to everyone has a disproportionately adverse effect on people from a particular racial group, or on one sex, or a married person of the same sex and there is no objective justification for the rule.

- **Victimisation.** When a person is discriminated against for taking action under the RRA or SDA, or for supporting such action by another person.

It is unlawful to instruct or pressurise another person to discriminate on grounds of race or sex or to aid another to discriminate unlawfully. It is also illegal to publish an advertisement that is discriminatory on grounds of race or sex.

Any employee, regardless of length of service, and any trainee, regardless of part/full-time status or length of time spent in training, is entitled to make a claim under the SDA and the RRA.

Service providers must not discriminate in access or 'indirect access' to goods, facilities and services that they provide. 'Indirect access' applies to the actions of agents providing services as contractors or franchisees.

Some positive action is permissible under both Acts. It is lawful to provide training and encouragement for people of a particular racial group, or of either sex, who have been under-represented in certain occupations or grades during the previous twelve months. It is also lawful to address any special educational, training or welfare needs identified for a specific racial group or returners to the labour market.

Race Relations (Amendment) Act 2000 (RRAA)

See the full description of this Act given in Appendix A.

The Employment Rights Act 1996 (ERA)

Employees who have worked for the same employer for at least one year, whether full-time or part-time, and who consider themselves to have been unfairly dismissed may be able to make a claim under the ERA. This includes employees who feel they have been constructively dismissed (been forced to leave a job because of the conduct of the employer).

A complaint of unfair dismissal can accompany a complaint under the SDA or RRA if the dismissal occurred because the employee, for example:

- refused to comply with sexual demands/was subjected to racial harassment;

- made a complaint regarding sexual/racial/disability harassment;
- responded to sexual/racial/disability harassment by hitting the harasser;
- took time off work due to illness/stress caused by the harassment; and
- was selected for dismissal on grounds of race, sex or disability.

The Disability Discrimination Act 1995 (DDA)

The DDA aims to tackle discrimination against disabled people. It applies to organisations that are suppliers of goods, facilities and services, whatever their size, and also to employers.

The Act defines discrimination as when:

- a disabled person is treated less favourably than someone else for a reason relating to the disability, without justification;
- an employer or service provider fails without justification to make a reasonable adjustment; and
- any person (disabled or not) is victimised for bringing, or helping someone bring, a complaint of discrimination under the DDA.

Additional duties on service providers came into force from October 1999. Service providers are required to take reasonable steps to:

- change any practice, policy or procedure that makes it impossible or unreasonably difficult for disabled people to use a service;
- provide an auxiliary aid or service that would facilitate or enable disabled people to use a service;
- overcome physical barriers that make it impossible or unreasonably difficult for disabled people to use a service by providing it by a reasonable alternative method.

From 2004, service providers will also be required to overcome physical barriers that make it impossible or unreasonably difficult for disabled people to use a service either by removing or altering them or by providing a reasonable means of avoiding them.

The Disability Discrimination Act helpline offers information and advice on the Act, signposting to specialist help and good practice guidance on employing disabled people (see Appendix B: Useful contacts).

The Human Rights Act 1998 (HRA)

The HRA incorporates most of the articles of the European Convention of Human Rights. It will enable any individual in the UK who considers himself or herself to have been a victim of a human rights violation to challenge a public authority: for example, local or central government, the courts, or the policy in the courts or tribunals.

Harassment

Racial and sexual harassment are forms of unlawful discrimination, determined by case law, and they may be challenged in the courts under the RRA and SDA. In future it is likely that case law will also determine that disability-related harassment can be challenged as unlawful under the DDA. Using existing employment or health and safety legislation, employees may be entitled to take legal action for racial, sexual, disability and other forms of harassment.

The Protection from Harassment Act 1997 makes harassment a criminal offence and a civil tort.

Commonly known as the 'Whistleblower's Charter', the Public Interest Disclosure Act (1998) provides protection for workers disclosing information in the public interest.

Religion

Discrimination on the grounds of religion is not illegal in Great Britain. However, some cases of racial discrimination where religion played a significant role have been successfully pursued under the Race Relations Act. Organisations should promote religious tolerance and take account of festivals, prayer, fasting and other religious obligations when planning their events, services and other facilities.

Asylum seekers

The laws governing provision for refugees and asylum seekers are complex and under constant review. Further information can be obtained from the Refugee Council, which publishes regular briefing papers on the subject (see Appendix B: Useful contacts).

LVSC

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