

THE MACPHERSON SCRUTINY PANEL – REPORT AND RECOMMENDATIONS OCTOBER 2000

C O N T E N T S

CHAPTER	Page No.
1 SUMMARY OF RECOMMENDATIONS AND IMPLEMENTATION PLAN	1
2 SETTING THE SCENE	9
3 CORPORATE COMMITMENT	12
4 SERVICES	19
5 REPORTING, RECORDING AND RESPONDING TO RACIALLY MOTIVATED INCIDENTS AND CRIME	24
6 MACPHERSON AND EDUCATION	28
7 RECRUITMENT AND EMPLOYMENT	35
8 TRAINING AND PROMOTING A POSITIVE CULTURE	42
9 COMMUNITY LEADERSHIP AND PARTNERSHIP	46
<u>Appendices</u>	Page No.
1 Terms of Reference and the Panel	i – ii
2 Macpherson Recommendations relevant to Local Government	iii – vi
3 People and Organisations who have provided evidence	vii viii
4 Audit of Council against the Stephen Lawrence Inquiry (LARRIE) Checklist of Good Performance	ix – xxxvi
5 Statutory Citizens Charter Performance Indicators	xxxvii – xl
6 Merton Pupil Attainment 1999/2000 Academic Year	xli
7 Profile of Council Workforce – May 2000	xlii
8 Extract of Police Best Value Performance Plan related to race	xliii – xlvii
9 Documents considered by the Panel	xlvi - xlix

CHAIRMAN'S FOREWORD

The events following the tragic death of Stephen Lawrence resulted in the Inquiry led by Sir William Macpherson of Cluny, now known as the Macpherson Report.

In October 1999 the Corporate Resources Committee agreed that a "Pilot Scrutiny Panel on Macpherson" be formed to consider the way forward for this Council to fully implement the recommendations of the Macpherson Report as it applies to Local Authorities.

The Panel first met on 22nd March 2000 and it was immediately acknowledged that, as a forerunner of future Scrutiny Panels, it was essential that we ensure that the correct procedures be adopted, that we adhere to our terms of reference and that we consult as widely as possible within the very tight time constraints, in an effort to produce a constructive and honest final report with recommendations able to be acted upon to benefit both staff and users of the services provided in Merton. The Panel is confident that if the Report and recommendations are accepted and acted upon, then the Council will have robustly addressed those recommendations in the Macpherson Report which are relevant to local government.

I know that all Members and Officers on the Panel agree that the whole exercise has been both informative and enlightening and in some cases quite disturbing, all of which we hope is reflected in this report.

The Panel is indebted to the many individuals, staff members, group and organisation representatives who so readily agreed to give evidence and to share with us their concerns and aspirations.

As a Panel we welcomed the assurance of the Leader of the Council that implementation of all the recommendations in the report would be part of the annual appraisal of the Chief Executive and this undertaking was shared with all those who attended the Panel meetings.

Over a 7 month period the Panel met almost weekly and the commitment of elected Members and Officers never faltered; the pressures on the Panel were at times enormous and many lessons for the future have been learnt.

This report has been finalised with the input and agreement of the whole Panel and, as Chairman, I commend the content and the recommendations for your consideration and implementation. (Scrutiny Commission on 31st October), Executive Committee (22nd November) and Council (6th December)).

Councillor Jan Jones
Chairman Macpherson Scrutiny Panel
October 2000

MEMBERS OF THE MACPHERSON SCRUTINY PANEL :

Councillor Jan Jones	Chair
Councillor Stuart Pickover	Vice-Chair
Councillor M.A. Karim	
Councillor John Nelson-Jones	
Councillor Mohammad Ali Syed	
Councillor Joe Abrams (substitute)	

Officer Support :

Keith Davis	Assistant Chief Executive
Diane Bailey	Head of Scrutiny and Policy
Monica Wambu	Equalities Officer
Rosemary Shand	Senior Human Resources Adviser
Barbara Jarvis	Scrutiny Officer
Samantha Hipperson	Personal Assistant to the Assistant Chief Executive

IF YOU REQUIRE FURTHER INFORMATION, OR WISH TO DISCUSS ANY ASPECT OF THIS REPORT, PLEASE CONTACT :

MONICA WAMBU
EQUALITIES OFFICER
LONDON BOROUGH OF MERTON
MERTON CIVIC CENTRE
LONDON ROAD
MORDEN, SURREY SM4 5DX
TELEPHONE NO. 020 8545 3864
FACSIMILE NO. 020 8545 0446
E-mail monica.wambu@merton.gov.uk

Copy available on www.merton.gov.uk

Front cover photograph courtesy of Mr. And Mrs. Lawrence

CHAPTER 1

SUMMARY OF RECOMMENDATIONS AND IMPLEMENTATION PLAN

CORPORATE COMMITMENT (Chapter 3)

Adopt the Macpherson definition of institutional racism, reflect it in the Council's Vision Statement, publicise this widely, and continuously tackle it :-

"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 racial stereotyping which disadvantage ethnic minority people."

Review and update the Equal Opportunities Policy and Code of Practice and review it every two years thereafter.

Develop a Code for Equalities in Service Delivery.

Ensure the Council's new Procurement Strategy complies with the Race Relations Act 1976 and builds equalities criteria into the contracting strategy which can be both monitored to ensure that contractors performance reflects any specifications related to race and acted upon should the contractor default. Contractors should also be checked against the CRE Employment Tribunals Findings List.

All corporate and service satisfaction surveys should ensure that the satisfaction of ethnic minority groups is measured, analysed and responded to as appropriate.

The corporate complaints system should record complaints received from ethnic minority people and complaints of racial harassment and discrimination, and both should be analysed regularly and acted upon as appropriate.

The changes planned or delivered as a result of applying the Council's equalities framework within that year's Best Value Reviews should be reported in Department's Annual Service Plans.

The Council to undertake an audit as soon as possible, using the CRE Race Equality Standards, and commit itself to reaching the CRE Standard Level 3 by 2003, undertake a race audit every 2 years and commit Merton Council to aspire to the level reached by the top 25% local authorities who have adopted the Standard.

The Council adopts a slightly amended version of the Lawrence Inquiry checklist as its local performance indicators in relation to race equality, and informs the Local Authorities Race Relations Information Exchange (LARRIE).

The Council should examine its performance against the 18 Citizens Charter statutory Performance Indicators related to race at the end of 2000/2001 and, taking account of the performance of benchmark authorities, set targets which will demonstrate continuous improvements in these areas.

The Chief Executive to be asked how extra resources in Human Resources and Scrutiny & Policy might be identified to support the implementation of this Macpherson Panel report.

The Council should give sympathetic consideration to UNISON's "Stephen Lawrence Inquiry Guide" in the light of the Macpherson Panel's report.

SERVICES (Chapter 4)

In the annual review of the "Tenants Compact", the references to promoting racial equality and tackling discrimination should be extended to be made a more explicit substantive part of the Compact.

The Housing Department to use the statistics it gathers in a more effective way to inform the quality and appropriateness of housing services for ethnic minority tenants.

The satisfaction survey of tenants just being completed after a gap of several years, is then regularly undertaken and used to understand and respond to the needs and aspirations of ethnic minority tenants.

Successful action against perpetrators of racial harassment or crime should be widely published.

The Social Services Macpherson Action Plan is delivered by September 2001.

The Council's leisure services contractor, presently Greenwich Leisure Limited, must be required :

- To accept and follow the Council's commitment to providing opportunities for all residents to have fair access to services, and to eliminating race discrimination;**
- To monitor the use of facilities by ethnic minority communities and produce regular reports advising on the conclusions from that monitoring and the actions being put into place to redress any under use.**
- To demonstrate to the Council, to the extent to which it is legally allowed to do, that it operates employment policies and practices which are not discriminatory**

Graffiti policy to be reviewed across the Council since there is inconsistency between Environmental Services and Housing practice.

Each department should continue to progress Racial Equality Action Plans which are reviewed annually, including reporting ethnic minority satisfaction and its impact upon service, planning and delivery.

REPORTING, RECORDING AND RESPONDING TO RACIALLY MOTIVATED INCIDENTS AND CRIME (Chapter 5)

The Council adopts the definition of a racist incident as "A racial incident is any incident which is perceived to be racist by the victim or any other person" and promotes awareness of this amongst all staff.

The Council urges local Health Authority to speed up the issue of medical reports on victims by hospitals.

Housing officers be encouraged to inform victims of the Victim Support Merton services – either by giving information or contacting the police on behalf of the victim.

Housing officers be encouraged to keep in contact with victims of racial incidents to monitor the situation and keep victims informed of progress.

Develop a Third Party Reporting Procedure to enable the police to collect valuable intelligence.

Encourage Housing Associations to work towards the same guidelines set by the Council to ensure consistency of good service delivery to potential and actual victims of racial harassment.

That the Racial Incidents Panel should make a report annually to the Merton Community and Police Consultative Group and Merton Partnership Against Crime Strategy Group.

It is welcomed that the police are keeping statistics about the ethnicity of racial incident victims and perpetrators, and the Panel expect this, where practicable, to be analysed and evaluated each year along with geographical mapping of incidents and judicial disposal rates, and used to inform and review strategies.

MACPHERSON AND EDUCATION (Chapter 6)

That the Council prioritises IT support to schools to make easier the evaluation of attainment versus ethnicity which presently can be done only manually.

The Council liaises with Merton Unity Network and Ethnic Minority Centre to formulate strategies which might encourage ethnic minority young people to join the teaching profession, and which might encourage local ethnic minority residents to become school governors.

The Council requests schools to provide information both about the number of racist incidents and the numbers and ethnic identity of ‘excluded’ pupils and publish these annually on a school-by-school basis.

The perceived shortage of ethnic minority teachers locally should be the subject of shared discussions between the Council and schools involving intelligence from teacher training establishments with a view to introducing practical strategies to try and improve the position, learning from the experience of other schools who notwithstanding the national shortage have had some success in improving their local situation.

The shortage of ethnic minority governors be the subject of discussions between the Council, schools and local voluntary and community sector to identify strategies to increase the number, and the Council use its own powers to appoint more LEA governors from ethnic minority groups.

The CRE Standards for Racial Equality in Schools “Learning for All” is commended to schools for implementation wherever practicable.

The Council urgently reviews the FAME/JIGSAW projects for pupils in Merton schools needing support or at risk of exclusion with a view to increasing their capacity.

The Panel was pleased to see that the Council’s measures to combat racism were good, but observed that OFSTED have identified that support for raising the attainment of ethnic minority pupils (including the children of travellers) needed to be improved. Therefore, the Council’s OFSTED Action Plan must ensure that the action in response to this weakness is specific, achievable and measurable.

RECRUITMENT AND EMPLOYMENT (Chapter 7)

Workforce Profile :

Departments to devise annual action plans to reduce imbalances within their department in relation to the number of ethnic minority employees, their representations at senior levels, and in particular representations of Asian employees.

Departments to continue case tracking but with an increased sample size, analyse the results and devise initiatives as a result of that analysis.

Departments to ensure that managers with staff responsibilities attend Recruitment and Selection Training and refresher courses.

Ensure all managers are reminded of the workforce profile and the target of improving the profile of under-represented ethnic minority staff.

Recruitment and Selection

At least two members of recruitment panels (both Member and officer) should, from 1st April 2001, have undergone recruitment and selection training.

At least one ethnic minority person (wherever possible) should be part of the selection panels.

Alternative ways of making applications for jobs to be considered where the job tasks do not require the ability to complete complex written forms i.e. careers days.

For all vacancies, the skills knowledge and experience required for a job is reviewed to ensure it is essential and does not contain any unnecessary qualifications which may exclude certain groups from applying.

The Council reviews its Recruitment and Selection Procedure and simplifies the Application Form. This would include seeking all necessary approval for collection and analysis of ethnicity details to meet legal obligations to promote equalities, tackle discrimination and deliver Best Value.

Managers seek advice on, and make more use of positive action where ethnic minority employees have been under-represented for the last 12 months.

When filling vacancies, assessment should take place regarding whether there is ethnic minority under-representation and appropriate legal and reasonable positive action be taken during recruitment to redress the imbalance.

Include bilingual skills and knowledge of ethnic minority communities in the person specification of job descriptions where they are relevant, and use the Race Relations Act and positive action measures where appropriate.

Retention and Promotion

Examples of strategies and methods which have proved successful in increasing the number of ethnic minority applicants to be shared with other departments.

Check all career grade posts to ensure no discrimination in their use.

Departments to encourage all leavers to participate in an exit interview with corporate key questions including whether race discrimination was experienced and ethnicity details if approved. The returns to be analysed and form part of future departmental and corporate initiatives aimed at retention.

Race equality performance targets for the Chief Executive, Directors and Heads of Service be included within the Council's appraisal system.

Departments to keep staff turnover statistics which identify turnover rates and reasons for leaving by ethnic group, to be implemented when the new personnel\payroll system is operational.

Set up a Corporate Black Workers Group, providing a strategic overview and focus for departmental black workers groups.

TRAINING AND PROMOTING A POSITIVE CULTURE (Chapter 8)

Promoting and valuing diversity

Undertake an attitude survey of all staff by the end of March 2001 which will, amongst other things, measure satisfaction of ethnic minority staff, highlighting how extensive is the perception of racial harassment and discrimination and how far these staff feel their contribution and development is valued by the Council.

The staff attitude survey should be regularly repeated every two years.

Religious festivals to be recognised, and all managers to be reminded of the special arrangements, including leave, for cultural and religious observances, and issued with a corporate booklet incorporating these (based upon the one being developed in Environmental Services Department) with a shorter version produced for all staff dealing with customers.

The Council is urged to create a special area in the Civic Centre to allow daily worship e.g. for Muslims and other religious groups.

Training Plans

Corporate and Departmental Training Plans should be reviewed to see how far black and ethnic minority staff had training opportunities and if the opportunities delivered were in line with priorities agreed at the start of the year.

Race equality awareness training should be explicit, to be built into all aspects of the Corporate Training Programme and be further built into the Customer Challenge, Recruitment and Selection and Essential Management Skills Courses.

The present content of the Managing Diversity Course is fine as a general equal opportunities course, but attendance needs to be focussed upon new entrants perhaps as part of the induction programme and upon unit managers and front line staff.

The successful two day workshop on managing diversity in the workplace designed by the Finance Department and presently cascading through the department, be considered for translation into a course for the Corporate Training Programme.

Explicit race equality objectives should be built into service specific job training.

Basic skills training to be added to the Corporate Training Programme to support the development of staff currently employed in jobs not involving written work but for whom advancement may depend upon them developing greater literacy and numeracy

skills.

Corporate management development programme must maintain the target of 20% participants from disadvantaged groups, including ethnic minority staff.

The Council's mentoring scheme, should have a particular focus on identifying mentors from ethnic minority staff, who can act as good role models for other staff.

Ethnic minority staff and Councillors should be involved in designing and commissioning race equality training and where practicable there should be consultation with ethnic minority organisations.

COMMUNITY LEADERSHIP AND PARTNERSHIP (Chapter 9)

The Council publicises the composition of its workforce, and its employment practices, and particular schemes such as the Merton Trainee Scheme which in partnership with the Employment Service, Merton College and Prince's Trust, offers work experience. Merton has a local target of 10% from ethnic minority people.

The Council takes steps to increase the number of ethnic minority Council representatives on outside organisations, and specifically reflects the ethnic diversity of Merton when nominations are sought to the new Police Authority.

Review the information provided to Council representatives on governing bodies and outside organisations to ensure that all are provided with up to date information about their Council's commitment to race equalities and their role in promoting it.

The priority within the Crime and Disorder Strategy to tackling racially motivated crime is welcomed and should continue to receive significant support from the Council as a key partner in the Merton Partnership Against Crime.

The Council seeks an annual update on the Police Best Value Performance Plan, workforce profile, awareness training, joint work on devising a way to monitor third party reports of racially motivated crime, and approach the health authority with the police to request the speeding up of casualty reports on victims.

The Council's representatives on the Merton Health Improvement Partnership Board scrutinise the Health Authority's Plans to respond to diversity in the delivery of local health services in "Cultural Diversity and Health in MSW" and report back to the Leader and Chief Executive.

The Council support voluntary organisations wanting to respond to Macpherson.

Continue to support groups who assist with victim support and tackle discrimination and racial harassment.

Co-operate with voluntary groups in understanding how best to consult with and seek the opinions of ethnic minority communities and respond to the information gained.

IMPLEMENTATION PLAN

- **The Leader and Chief Executive to have overall responsibility for implementing the Report from the Macpherson Scrutiny Panel**
- **Identified Cabinet Members and Chief Officers to be responsible for implementing identified elements within the Report**
- **There are Council wide briefings for staff on the Report and implications for them**
- **There is an annual report to the Council starting at the end of 2001 on the progress made in implementing the recommendations from the Panel and on the consequential outcomes achieved in promoting racial equality and valuing diversity.**
- **There is an Annual Racial Equality Report as part of the Annual Service Plans from each department on service and employment achievements in delivering racial equality, including ethnic minority satisfaction and action taken in response to that.**
- **An additional Corporate training budget is identified to fund the training requirements in the Report**

CHAPTER 2

“THE PAST WE INHERIT THE FUTURE WE BUILD”

Merton Macpherson Scrutiny Panel Report October 2000

SETTING THE SCENE

Merton’s population is more than 184,000, 20% of which are ethnic minorities (London Research Centre), some 36,000 people. The Council has an annual net budget of nearly £160 million spent on a diverse range of services for the public. There are 63 schools, an adult college, 7 libraries; 7,500 homes are directly managed, more than 2,400 people are supported to stay in their own home and over 700 more in residential homes. Numerous services help to provide a clean and relatively safe environment, e.g. domestic and commercial refuse collections, determining planning applications, providing grants for home improvements, inspecting and regulating food and commercial premises. In partnership with others, the Council delivers its contribution to many strategies and programmes, including the Crime and Disorder Strategy, Health Improvement Programme, Drug Action Team, Lifelong Learning Strategy, Local Agenda 21

Merton Council has had a formal commitment to equalities since 1988. The Macpherson Inquiry into the death of Stephen Lawrence was a tragic and stark reminder to the police and others about the seriousness of institutional racism and the need to renew action to eradicate racism and value diversity. The Inquiry accepted the Commission for Racial Equality’s (CRE) submission that institutional racism exists, not only in the police services, but also in other institutions. It is a brave organisation which dares to suggest it is free of racism. Racism exists in all communities and it is a challenge for all. Every local authority should be responding to the Macpherson definition of institutional racism, examining its commitment and practice from the top level commitment through its policies and practices to the outcomes achieved, taking action to tackle racial discrimination and harassment in service provision and employment.

To date 127 local authorities (from over 500) are known to have produced a written response to the Macpherson Inquiry – Merton Council is one of those (*One Year On : A Review of LA responses to the LGA, EO and IDeA’s Initial Guidance on the Inquiry*).

The Legal Framework of Racial Equality in Local Government

Local government’s services directly affect the lives of all British people, and it is a major employer. The Race Relations Act 1976 applies to the whole of Britain but not Northern Ireland and covers all employers, individuals and service providers including local government. The Act makes it unlawful to discriminate directly or indirectly on grounds of colour, race, nationality (including citizenship) or ethnic or national origin in employment, training and related matters, in education, in the provision of goods, facilities and services, and in the disposal and management of premises.

In addition local authorities have a duty under Section 71 to make appropriate arrangements with a view to ensuring that their various functions are carried out with due regard to the need:

- a) to eliminate unlawful racial discrimination; and
- b) to promote equality of opportunity and good relations between people of different racial groups.

It is expected that The Race Relations (Amendment Bill) will be enacted in the Autumn 2000 Parliamentary session. The general duty of the Race Relations (Amendment) Bill will be the same as the Race Relations Act 1976 but the word “appropriate” will be removed. Those local authorities which at the moment do not make any arrangements for improving racial equality, will not be able to opt out once the Bill becomes law. Section 71 of the Race Relations Act will be enforceable for all public bodies including the police and health authorities. Local authorities also have race equality obligations under the Local Government Acts 1966 and 1988, The Children Act, NHS & Community Care Act and the Crime & Disorder Act 1998.

Macpherson Scrutiny Panel

The Macpherson Scrutiny Panel is the first Scrutiny Panel in Merton Council. It is a cross party Panel and its decisions and recommendations are unanimous.

As a major provider of services to the local community, the Council has a responsibility to ensure that those services are available and delivered fairly to all and that people are treated respectfully and without prejudice or discrimination. The Council will only know how far it is achieving this if there are good policies and practices in place and information about service users is collected regularly, analysed against the appropriate community profile and action agreed to redress any identified gaps or weaknesses. This information will include evidence about the satisfaction with Council services of ethnic minority people.

The Council was a leading edge authority in responding to race, when it adopted the CRE Race Standard in 1995. It has not progressed this agenda at a pace commensurate with that although in 1999 a Council Wide Action Plan in response to the Stephen Lawrence Inquiry was adopted. This Scrutiny Panel has had the opportunity to reflect on this and is recommending how the Council may move forward again.

The Panel has a variety of recommendations to make about employment and training, services, consultation, tackling racially motivated incidents and crime, and influencing others with whom the Council works in partnership.

It is recognised that there will always be a need for improvement in this area of work and, with staff turnover (presently 11%) it must continually be reinforced. The Panel hope they have provided the Council with a credible summary of where it is currently at and the significant changes which, if now implemented, will move the Council substantially forward.

The Panel is determined that its Report will be implemented and kept high on the political agenda. It is recommending that overall responsibility for ensuring the delivery of the Action

Plan rests with the Leader of the Council and the Chief Executive and that achievement is evaluated annually by the full Council, which should hear evidence from staff attitude surveys and local ethnic minority communities.

The evidence considered by the Panel is available to the public from Morden Library, to Merton Councillors from the Members Resource Room and to staff in the Chief Executive’s Department.

* * * * *

CHAPTER 3

CORPORATE COMMITMENT

The Council does have a written commitment to equalities, including race equality, but is there a clear plan which will define this to both staff and local residents, showing clearly the aims, objectives and actions which will achieve them? Institutional racism is a problem for organisations generally and Merton will be no different to any other large public organisation. The Council has a special duty and responsibility to provide leadership and set standards for the organisation as a whole in guarding against disadvantaging any section of Merton's communities.

The Panel has therefore reviewed authority wide commitments, and looked at recommended national benchmarks which can be used to demonstrate a genuine commitment to racial equality.

Macpherson Recommendations

Recommendation 2 is concerned with the overall aim of eliminating racist prejudice and disadvantage and the demonstration of fairness in all aspects of local authority services and employment.

Recommendation 5 that principles and standards set out in the Commission for Racial Equality's Standard for Equality in Local Government and the audit Commission's Equality Indicators be applied in order to improve standards of achievement in local authority service and employment.

Council Vision

The Council's Vision is to improve Merton for all those who live, work and visit the Borough. One of the key policy objectives which translate that Vision into action plans is for a "Caring Borough – Supporting a united community where everybody counts" Values that guide all departments in all they do include:

- Tackling inequality and poverty
- Fair access to services
- Commitment to equalities, eliminating discrimination in services and employment

A fundamental outcome from the Macpherson Inquiry has been the definition of institutional racism (see recommendation).

The Council should accept this definition, and reflect it within the Council Vision, as an express commitment to the people for whom it has service responsibility, to its own staff, and to others with whom it works or who undertake work for the Council. Following on from this commitment is the need to consider measures that will ensure that appropriate and professional services are provided by the Council to all sections of the community.

RECOMMENDATION

Adopt the Macpherson definition of institutional racism, reflect it in the Council's Vision Statement, publicise this widely, and continuously tackle it :-

"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 racial stereotyping which disadvantage ethnic minority people."

Equalities Statements

Apart from the Council's Vision Statement, the Council has an Equal Opportunities Policy agreed in 1990, and a Statement of Intent in Employment and Service Provision agreed in 1991. In support of the employment policy a Code of Practice was developed which was to be renewed every two years. It has not been reviewed since 1990. It should be reviewed urgently and updated in line with best practice – at least once every two years. No Code of Practice for Equalities in Service Delivery has been developed.

This Code would outline principles to be followed in the planning and delivery of services. Departments are generally following good practices but this Code would bring together into a document the key principles. It can also be used for demonstrating the standards expected from contractors and consultants engaged to do work on the Council's behalf. It will show commitment to racial equality to residents and staff.

RECOMMENDATION

Review and update the Equal Opportunities Policy and Code of Practice and review it every two years thereafter.

Develop a Code for Equalities in Service Delivery

Contracting

The Council's commitment to good equalities practice should be followed through into the practice of its contractors/consultants. However, the legal limitations on that have been realised and are demonstrated by the position in relation to building contractors, where the Council is constrained principally by:

- The type of contract. One-off contracts are treated differently from term contracts
- The method by which the contract is procured
- Legal constraints – Section 18(5) of the Local Government Act 1988 which constrained the pursuit of equalities within CCT contracts and was designed to prevent local authorities from disqualifying external providers on non-commercial grounds.

The Council is now developing a Procurement Strategy in response to Best Value requirements and the audit of this year's Best Value Performance Plan.

RECOMMENDATION

Ensure the Council's new Procurement Strategy complies with the Race Relations Act 1976 and builds equalities criteria into the contracting strategy which can be monitored to ensure that contractors performance reflects any specifications related to race and can be acted upon should the contractor default. Contractors should also be checked against the CRE Employment Tribunals Findings List.

Ethnic minority Satisfaction with the Council

It is important to measure satisfaction across all ethnic minority groups and use the analysis to inform service planning. There is evidence that the Council is seeking data which allows analysis by ethnic group.

The Council has carried out regular Opinion Surveys of Merton residents since 1991, using representative samples of the population to determine residents overall satisfaction with the Council. Last year the sample size was increased to 1000 which meant for the first time that the results from ethnic minorities could be statistically validated.

Last year the opinions of ethnic minority groups on the whole reflected the opinions of the total population. The areas of difference were that ethnic minority residents included public transport in their top 5 areas of concern – it did not feature in the top five of all respondents. Analysis also showed that African Caribbean respondents had a much higher opinion than total respondents of the Council's libraries, Council housing and education services.

The Council's annual statutory Best Value Performance Plan explains the Council's priorities and performance, and seeks residents views on them. Approximately five hundred local residents responded. The Council was pleased that returns received from minority groups were more or less reflective of their proportions in the population as a whole

This year, new statutory Best Value Performance Indicators require a number of customer satisfaction surveys, using representative samples of the local population in order that satisfaction can be determined, for example by race. These have started in Merton but the results will not be known until after the Panel reports. They will allow satisfaction levels to be compared not only between groups within Merton but between councils both in London and nationally.

The Best Value regime stresses the need to ensure that consultation mechanisms are representative and meet 'hard to reach' groups just as the Macpherson Inquiry Report mentions the need for effective consultation and partnership with ethnic minority representatives.

The Council carries out numerous other service satisfaction surveys each year, using a variety of different consultation methods, appropriate for their purpose.

RECOMMENDATION

All corporate and service satisfaction surveys should ensure that the satisfaction of ethnic minority groups is measured, analysed and responded to as appropriate.

Complaints

One way of measuring satisfaction is to measure the number and nature of complaints. The Council has a corporate complaints system which is currently being reviewed. At present there is no attempt at monitoring the ethnic origin of people who make complaints, nor does it include a specific reference to complaints of racial harassment and discrimination.

RECOMMENDATION

The corporate complaints system should record complaints received from ethnic minority people and complaints of racial harassment and discrimination, and both should be analysed regularly and acted upon as appropriate.

Best Value

With Best Value, local authorities must undertake fundamental reviews of all their services over the next five years and produce Improvement Plans to increase performance in line with public views of what standard of service they want to pay for. The Council has a corporate framework for conducting Best Value reviews. This includes Equalities Guidance which explains how review teams might ensure that this happens by responding to a series of questions leading to conclusions about current performance and potential improvements in the service in relation to equality considerations. District Audit have found Merton's framework to be competent in meeting the statutory regime.

RECOMMENDATION

The changes planned or delivered as a result of applying the Council's equalities framework within that year's Best Value Reviews are reported in Department's Annual Service Plans.

CRE Race Equality Standard

In 1995 the Council formally adopted the Commission for Racial Equality's '*Standard for Racial Equality in Local Government*'. In 1997 the Council completed its first audit of equalities policy and practices across the Council, using that framework and following this, each department identified short-term and longer-term equality targets. Some of these became integrated within Annual Service Plans for 1997/8 and overall progress was reviewed again in 1998 when it was confirmed that the Council conformed to Level 2 of the CRE Standards (on a scale of 1 to 5, where 5 is the best). No audit has taken place since.

A Local Government National Survey by the CRE (*CRE – Auditing for Equality*) showed that 41% of 444 authorities had NOT adopted the Standard.

The CRE is currently analysing a recent survey to bring that information up to date. Results have not yet been published

The Council chose to focus resources in 1999 on responding to Macpherson rather than undertaking a Council audit using the CRE Standard. Much of the work included in the resulting Plan would contribute to the next audit. An audit would certainly require resources but could best be managed internally, although an external appraisal of our conclusions would be required to verify the outcome. There will be resource implications of any desire to move the Council up to the next level, should we find ourselves still at Level 2 but these cannot be quantified until an audit has been completed. The CRE Standard is accepted as a national benchmark of race equality performance – one of the statutory Best Value indicators for 1999/2000 asks if the authority has adopted the Standard.

RECOMMENDATION

The Council to undertake an audit as soon as possible, using the CRE Race Equality Standards, and commit itself to reaching the CRE Standard Level 3 by 2003, undertake a race audit every 2 years and commit Merton Council to aspire to the level reached by the top 25% local authorities who have adopted the Standard.

The Stephen Lawrence Inquiry (LARRIE) Checklist

The Local Government Association, the Employers' Organisation and the Improvement and Development Agency and the Local Authorities Race Relations Information Exchange (LARRIE) produced in February 2000 '*the Stephen Lawrence inquiry – further guidance for local authorities*'. Their targets are, broadly, to achieve proportionate representation of all local communities in the local authority workforce, and to ensure that services are accessible and appropriate to all sections of the community. They have cited Merton for its good practice many times. They have produced a checklist that could be developed into a draft set of voluntary local racial equality performance indicators. These supplement and complement the Best Value and Audit Commission statutory indicators and compliance with the CRE Standard. Some of them may be developed into statutory indicators.

The Panel has undertaken an audit of where the Council stands against this checklist, which is enclosed as Appendix 4 and has found that our performance stands up well against it, and that it would appear practicable for the Council to meet most of the indicators. The Panel commends its adoption to the Council, for the reasons commended by the Local Government Association, because it will:

- Demonstrate compliance with S 71 of the Race Relations Act 1976
- Respond effectively to recommendations of the Macpherson Inquiry
- Enhance local democracy and accountability by ensuring that the needs of all sections of the community are met
- Demonstrate that community groups are involved
- Promote the provision of services that are appropriate and accessible to the whole community gaining a better understanding of customers and clients
- Support good personnel practice
- Avoid the costs of discrimination

- Demonstrate pro-activity prior to the expected extension of the Race Relations Act 1976
- Benchmark performance on a local, regional and national basis.

Appendix 4 identifies a few Lawrence Checklist performance indicators which it is considered impracticable for the Council to implement in full. Conversely, the right hand column supplements some of the recommendations in the rest of this report.

RECOMMENDATION

The Council adopts a slightly amended version of the Lawrence Inquiry checklist as its local performance indicators in relation to race equality and informs the Local Authorities Race Relations Information Exchange (LARRIE).

Statutory Performance Indicators

The Council has consistently expressed concern to Government about the lack of statutory equalities indicators which local authorities must collect and publish annually. This has changed this year with 18 PIs relating to race – 6 concerned with staff and services and 12 satisfaction indicators (see Appendix 5).

RECOMMENDATION

The Council should examine its performance against the 18 Citizens Charter statutory Performance Indicators related to race at the end of 2000/2001 and, taking account of the performance of benchmark authorities, sets targets which will demonstrate continuous improvements in these areas.

Resources

The Chief Executive has one Equalities Policy Officer. Equalities considerations are becoming increasingly integrated into normal management and service monitoring and planning. The Panel is convinced that the Council should be seen again as a leading proactive authority making a comprehensive response to the Macpherson recommendations. The work of supporting this Panel has taken up the equivalent of an estimated one full time equivalent officer, although in practice the work has been shared between several officers in the Chief Executive’s Department. The Panel is determined that its conclusions and recommendations are accepted by the Council with responsibility for its implementation resting at the leadership and chief executive level. There will continue to be considerable work in supporting the Implementation Plan at a corporate level, particularly within Scrutiny and Policy and Human Resources.

RECOMMENDATION

The Chief Executive to be asked how extra resources in Human Resources and Scrutiny & Policy might be identified to support the implementation of this Macpherson Panel report.

Union Request – Stephen Lawrence Inquiry – A Guide for UNISON Negotiators

There was a useful exchange between StaffSide and the Panel which is referred to within this report. They shared with the Panel the UNISON guide which offers advice to branches to help them work with employers to address what are likely to be the issues which lead to institutional racism within the organisation. In principle, the Panel saw no objection to the likely list of issues which would concern the Unions which seemed to reflect issues being reviewed by the Panel

RECOMMENDATION

The Council should give sympathetic consideration to UNISON’s “Stephen Lawrence Inquiry Guide” in the light of the Macpherson Panel’s report.

FURTHER RECOMMENDATION

For additional proposed action on subjects considered in this Chapter see the Stephen Lawrence Inquiry (LARRIE) Checklist of performance indicators – Appendix 4.

CHAPTER 4

SERVICES

Introduction

The Council has committed itself to nurture the diversity of Merton’s communities and tackle inequality and poverty with vigour (*Merton’s Strategy – A Vision for the New Millennium*)

Macpherson Recommendation

Recommendation 2 of the Macpherson Inquiry is concerned that there is an overall aim of eliminating racist prejudice and disadvantage and demonstrating fairness in all aspects of local authority services which should be satisfied through implementing, monitoring and assessing services.

What did the Panel Find?

All Departments explained to the Panel their progress in implementing the Council-wide Action Plan, hearing about any additional initiatives started or planned, and responding to the LARRIE checklist(see previous Chapter) of local authority race equality performance indicators.

Considerable overall progress had been made in delivering the Action Plan in relation to Service Delivery and Ethnic minority Satisfaction initiatives. In summary just 6 of a total 71 initiatives have not proceeded as planned, broken down between departments as follows :

DEPARTMENT	NO. SERVICE INITIATIVES	<i>on time</i>	NO. SATISFACTION INITIATIVES	<i>on time</i>
CED	11	10	3	3
Finance	0	0	3	3
Housing	9	9	3	2
Social Services	4	1	1	0
Education, Leisure & Libraries	15	15	1	1
Environmental Services	4	4	13	13
TOTAL	Planned 43	On Target/Met 39	No. 24	On Target/Met 22

There were an impressive number of initiatives across the Council as a whole. The Panel appreciated the openness and realism of the progress reported and information provided by the departments. The Panel’s overall perceptions and key points arising from discussions were:

Chief Executives Dept

The Chief Executive’s Department’s main function is to support the Council in decision taking and policy making. The Action Plan was a good reflection of the corporate initiatives,

in employment and strategic policy which needed to be taken to address and further integrate race and equalities in the mainstream work of the Council.

Finance Department –

There was an understandable emphasis on customer care and monitoring satisfaction in this department where the public service aspects focus upon relatively brief meetings concerned with payments to the Council or receipt of benefits from it, of which there are a huge number each year. The Panel was disappointed to learn that for data protection reasons it was not possible to obtain information about the ethnicity of benefit applicants.

Housing

- Collect useful statistics around ethnicity and housing services but do not analyse them enough to inform service planning/adjustments.
- Urgently need the outcome of the ethnic minority satisfaction survey of tenants to understand their aspirations and issues about accessibility for them. A sample of around 20% of all residents living in Council properties at 18th October 2000 showed that 25.4% of them (tenant plus other family members/habitees) were from ethnic minorities, including Irish people.
- Have a shortage of larger houses to meet ethnic minority extended families' housing needs. Developing strategy with housing associations (preferred social landlords) to respond to housing needs of ethnic minority tenants, including a number of larger properties within housing development projects
- Despite mechanisms in place, racial harassment on housing estates remains a problem
- Tenant Compact includes only brief reference to promoting racial equality and tackling discrimination
- The Asylum and Immigration Act has meant that central Government has taken responsibility for supporting Asylum Seekers. Merton Council currently supports some 500 Asylum Seekers, which the Government will assume responsibility for at some point.

RECOMMENDATIONS

In the annual review of the "Tenants Compact", the references to promoting racial equality and tackling discrimination be a more explicit substantive part of the Compact.

The Housing Department to use the statistics it gathers in a more effective way to inform the quality and appropriateness of housing services for ethnic minority tenants.

The satisfaction survey of tenants just being completed after a gap of several years, is then regularly undertaken and used to understand and respond to the needs and aspirations ethnic minority tenants.

Successful action against perpetrators of racial harassment or crime be widely published.

Social Services

- **The number of service initiatives was surprisingly small and the level of monitoring disappointingly low.**
- The Panel regretted that even those small number had not progressed very far, particularly the review of management information systems which would include ensuring that all existing and planned systems incorporate ethnic minority satisfaction , which had not yet started (planned for February 2000 start)
- The Panel did understand that the Department had been under considerable strain for quite some time due to vacancies in the top management team, including the lack of a permanent Director for most of this year, and the budgetary difficulties which had existed for the last two years.

RECOMMENDATION

The Social Services Macpherson Action Plan is delivered by September 2001.

Education, Leisure and Libraries

- Children are not born racist and clearly education has an enormous role to play in leading and educating children from a very young age to value diversity and to recognise and challenge racism and discrimination.
- The Local Authority has only limited powers of intervention in schools. The Local Education Authority (LEA) position is to guide and influence the operation of schools but schools are independent bodies having their own funding arrangements. This means the Council cannot and does not employ teachers and does not select governors, other than a limited number of LEA governors.
- Racial equality guidance has been in existence in schools since 1993, but was being reviewed now following Macpherson.
- The Department's Action Plan was a comprehensive package of relevant issues with almost 40 objectives within 7 main projects, addressing areas which concerned the Panel, notwithstanding that the local problem in Merton was probably in line with the national pattern (e.g. low number of ethnic minority school governors, and low number of ethnic minority teachers)
- Progress was being achieved across the Plan by the LEA. Nevertheless, the Panel had concerns about outcomes which may not be being achieved within the schools. This is described fully in the following Chapter 6 on Macpherson and Education.

- **The Council has the lowest funded youth service in the country and it was not practicable therefore to act upon some of the recommendations in the CRE's standard for Racial Equality in Services Working with Young People.**
- **Merton libraries and arts have been involved with partners in a number of pioneering national initiatives and documents which have led to a new strategic approach for the inclusion of ethnic minority groups in service provision (includes allocation of 20% media fund for material of interest to and created by ethnic minority people).**
- **The Panel was very unhappy that Merton Leisure Ltd had not met their contractual obligations to monitor the usage of facilities by ethnicity and develop initiatives to respond to gaps identified.**

RECOMMENDATION

The Council's leisure services contractor, presently Greenwich Leisure Limited, must be required:

- **To accept and follow the Council's commitment to providing opportunities for all residents to have fair access to services, and to eliminating race discrimination;**
- **To monitor the use of facilities by minority communities and produce regular reports advising on the conclusions from that monitoring and the actions being put into place to redress any under use.**
- **To demonstrate to the Council, to the extent to which it is legally allowed to do, that it operates employment policies and practices which are not discriminatory.**

Environmental Services

- Hands on, pro-active approach to racial equality issues resulting in improved staff feelings and a changing improving departmental culture.
- Already meeting the good practice service performance indicators proposed by LARRIE Checklist.
- Graffiti policy to be reviewed across the Council since inconsistency between Environmental Services and Housing practice.

RECOMMENDATIONS

Graffiti policy to be reviewed across the Council since there is inconsistency between Environmental Services and Housing practice.

Each department should continue to progress Racial Equality Action Plans which are reviewed annually, including reporting ethnic minority satisfaction and its impact upon service delivery, planning and delivery.

FURTHER RECOMMENDATION

For additional proposed action on subjects considered in this Chapter see the Stephen Lawrence Inquiry (LARRIE) Checklist of performance indicators – Appendix 4.

CHAPTER 5

REPORTING, RECORDING AND RESPONDING TO RACIALLY MOTIVATED INCIDENTS AND CRIME

Racial harassment is perpetrated by people of one ethnic origin against others of a different ethnic or cultural group. Although there are trends in these incidents, racial harassment is abhorrent, whatever the ethnicity of the perpetrator or the victim. It is unacceptable in any form and has a detrimental effect on victims and the wider community.

The number of reported incidents has been increasing – it is not known if this is due to more incidents or to a greater confidence amongst victims that they will be treated sympathetically and action taken. A very high standard of proof is required to obtain convictions. Also, many victims ask the police not to take any action.

One cause of frustration for victims and the police is the ease with which suspects can delay identity parades. This often leads to victims losing interest and to them and other witnesses finding it difficult to make identification.

The rate of reported racially motivated crime and disorder in Merton is 28% higher than other parts of South-West London (per 1000 ethnic minority residents).

A recent survey of Merton’s ethnic minority residents suggests that reporting levels are also comparatively high (Merton Crime and Disorder Strategy).

In 1999/2000 the numbers of racially related incidents reported to police have increased significantly from 276 in 1998/9 to 544.

In 1999/2000 the police referred 494 victims of racially motivated crime to Victim Support Merton; 275 during the period April to September 2000 suggesting a possible total increase by the end of this year.

Macpherson Recommendations

Recommendations 12 to 18. Define a racist incident, and urge partnership working amongst government, police, local government and relevant agencies to develop systems for and encourage the reporting of racist incidents and crimes and the sharing of that information.

Recommendation 28. That local authorities services and victim support services ensure that their systems provide for the proactive use of local contacts within ethnic minority communities to assist with family liaison where appropriate.

Recommendation 30. That local authorities services and victim support services ensure that their systems provide for the proactive use of local contacts within ethnic minority communities to assist with victim support and with the handling and interviewing of sensitive witnesses.

What the Panel Found

The Racial Incidents Panel and the Housing and Social Services Department have already adopted the recommended definition that **"A racist incident is any incident which is perceived to be racist by the victim or any other person"**, although it has not been formally adopted by the Council. The police have already adopted it.

Having met with the police, Victim Support Merton, the Community Project Development and Co-ordinating Officer, and heard from the Housing Department and the Corporate Equalities Officer, the Panel is satisfied that within Merton relevant agencies are working together in tackling this subject. The strength and credibility of the Partnership is evidenced by the police securing £600,000 Government funds for the first nation-wide Targeted Policing Initiative to reduce racial crime in Merton. Action in place includes:

1. The Council, police, and voluntary organisations including Victim Support Merton are now working out the local implications of the new Home Office Code of Practice, to create a comprehensive system of reporting and recording of all racist incidents and crime in order to decide how much adjustment may be needed to the current local arrangements.
2. Racist incidents can be reported to the police at any time – specialist officers within the Community Safety Unit are available between 9 and 5.30 p.m. Some people may not wish to report direct to the police. It is planned that outside normal office hours calls will be taken by the Council's Emergency Service run by MASCOT alarms. This is currently being negotiated.
1. A poster encouraging third party reporting of incidents was widely distributed across Merton in the Autumn 1999. This has been updated and re-issued. How best its impact can be monitored has not yet been worked out.
2. The arrangements for consideration of racial incidents between the police and the Council were reviewed in Autumn 1999. The Racial Incidents Panel now meets monthly and has an improved representation. The police and the Council consider this has been a beneficial change – it has speeded up the time in determining cases.
3. Racially motivated crime is one of the key objectives of the Merton Crime and Disorder Strategy.
4. Lavender, Figges Marsh, Pollards Hill and Phipps Bridge have been identified as 'hot spots' of higher level racial harassment and action plans are being developed with local residents as part of the Targeted Policing Initiative
5. A Community Project and Development Officer has been recruited for two years, funded from the police's Targeted Policing Initiative, and has been in post since April 2000. A first year work programme of community and local initiatives aimed at promoting cultural diversity and addressing racism has been agreed by the police and supported by Merton Partnership Against Crime.

6. Victim Support Merton continues to receive support. In 2000/01 £58,000 revenue support was given to it by the Council who also received funding from the National Lottery Charities Board and from within the Targeted Policing Initiative
7. Following partnership work between the CRE, Council and other local agencies after the closure of the local Merton Racial Equality Council in 1998, the new independent innovative Racial Equality Partnership was launched on 7 April 2000. It has a major role in tackling discrimination and harassment. The Council supports the new Partnership including the provision of premises and annual revenue support of £26,500 (the CRE funds the Director).
8. The MAGRAH 2000 Conference took place in September. Its overall theme was improving agencies' support to victims. Delegates also were consulted on the common racial incidents reporting form being developed for the reporting of all hate crimes in the borough. The form can be used by victims, witnesses or voluntary organisations and other reporting agencies.
9. The Council has revised the Incident Report form for acts of aggression against Council staff to encompass the Macpherson definition of a racial incident and this has been issued with new arrangements for central monitoring and analysis. This form is being used in most departments but is not being used universally.

Victim Support Merton provide confidential support for all victims of crime in Merton, support victims of racial harassment on a long term basis, and run the 'Racial Harmony' project in first schools to help illustrate the plight of victims to schoolchildren. They reported much co-ordination and liaison with the Police and housing (although they would value more liaison around victims), not so much with social services, and after a slow start their links with schools are getting off the ground. They had some concern at the delay in hospitals in issuing reports on victims and would welcome any support the Council could offer. The police shared this concern, explaining that a delay in charging suspects whilst awaiting medical reports adds considerably to a victims distress, disempowerment and distrust of the system.

Merton Housing Associations Group (MERHAG)

This group involves all local registered social landlords and housing associations and the Council. There was a high incidence of racial incidents on some of their estates in Merton which were dealt with in a victim centred way. Some victims did not wish action to be pursued but MERHAG is taking more action against perpetrators because of the collective responsibility for all tenants. The incidents and how they were dealt with was monitored and analysed in a systematic way in order to identify any patterns for targeted action. Although some of the smaller groups were taking front line action in response to Macpherson, present discussions were more at a strategic level. There were also different practices between Boroughs. Like the Council, MERHAG had not been very successful in getting ethnic minority tenants involved in tenant groups.

RECOMMENDATIONS

The Council adopts the definition of a racial incident as “A racist incident is any incident which is perceived to be racist by the victim or any other person” and promotes awareness of this amongst all staff.

The Council discuss with Health the feasibility of speeding up the issue of medical reports on victims by hospitals.

Housing officers be encouraged to inform victims of the Victim Support Merton services – either by giving information or contacting the police on behalf of the victim.

Housing officers be encouraged to keep in contact with victims of racial incidents to monitor the situation and keep victims informed of progress.

Develop a Third Party Reporting Procedure to enable the police to collect valuable intelligence.

Encourage Housing Associations to work towards the same guidelines set by the Council to ensure consistency of good service delivery to potential and actual victims of racial harassment.

The Racial Incidents Panel should make a report annually to the Merton Community and Police Consultative Group and Merton Partnership Against Crime Strategy Group.

It is welcomed that the police are keeping statistics about the ethnicity of racial incident victims and perpetrators and the Panel expect this where practicable, to be analysed and evaluated each year along with geographical mapping of incidents and judicial disposal rates, and used to inform and review strategies.

FURTHER RECOMMENDATION

For additional proposed action on subjects considered in this Chapter see the Stephen Lawrence Inquiry (LARRIE) Checklist of performance indicators – Appendix 4.

CHAPTER 6

MACPHERSON AND EDUCATION

For the Panel this is a critical area of activity. Schools are immensely powerful, in the influence they can have with pupils in teaching them to recognise and challenge racism and value diversity, and if they are effectively tackling policies and practices which overcome institutional racism, then ethnic minority pupils will be treated as fairly as all other pupils and should achieve to their maximum.

Macpherson Recommendations

Recommendation 67 seeks consideration to amendment of the national curriculum aimed at valuing cultural diversity and preventing racism.

Recommendation 68 says that Local Education Authorities and school governors have the duty to create and influence strategies in their schools to prevent and address racism. Such strategies to include:

1. That schools record all racist incidents
2. That all recorded incidents are reported to the pupils’ parents/guardians, schools governors and LEAS,
3. That the numbers of racist incidents are published annually, on a school-by-school basis, and
4. The numbers and self defined ethnic identity of ‘excluded’ pupils are published annually on a school-by-school basis

Recommendation 69 - OFSTED inspections to include examination of the implementation of such strategies

Statistics We Learnt

Pupil Population – Ethnicity

- 35% of Merton’s overall pupil population are from ethnic minorities:-
 - ⚙ The percentage of ethnic minority pupils in first schools varies from 10 to 68%.
 - ⚙ The percentage of ethnic minority pupils in middle schools varies from 17 to 67%.
 - ⚙ The percentage of ethnic minority pupils in high schools varies from 15 to 43%.
 - ⚙ The percentage of ethnic minority pupils in special schools varies from 13 to 43%.
- 97 languages spoken by nearly 5,000 pupils in the Borough, (3,500 of them speaking either Urdu, Tamil, Twi, Gujarati, Bengali, Arabic, or French)

Pupil Attainment

- Levels of achievement of main ethnic groups in Summer 1999 are included in Appendix 6 and show a wide variation in achievement:

Key Stage 2 – LEA average for English 68%, ethnic minority groups range between 61-88%
LEA average for Maths 84%, ethnic minority groups range between 53-100%

1 A to G grades at GCSE - LEA average is 98%, ethnic minorities range between 95-100%

5 A to C grades at GCSE – LEA average is 36.8%, ethnic minorities range between 24 – 100%

From the sample of 847 pupils at Key Stage 2 and 1022 pupils at GCSE, the Panel noted that amongst Indian, Pakistani, Bangladeshi and Chinese and Other ethnic minority categories of pupils, levels of attainment at Key Stage 2 and GCSE are higher than the LEA average. But there is concern about significant under-achievement at Key Stage 2 and GCSE by Black Other, Caribbean and African pupils.

In summary it is suggested that schools should support:

- Black-African and Black-other pupils in English and mathematics, and Bangladeshi pupils in mathematics, who are at risk of under-achievement in Key Stage 2 (at age 11)
- Black-Caribbean, Black-African, Black-other and Pakistani pupils who are at risk of under-achievement at GCSE.

(At Key Stage 3 (at age 13) gender appears of even more concern than ethnic origin).

Pupil Exclusions

- Permanent exclusions decreased substantially 1998/9, fixed period exclusions increased
- More African Caribbean and Black African boys are excluded than their representation in the total student population. Interesting explanations of this were given to the Panel and highlight the need for special measures to support boys at risk of being excluded.

- 700 of 1100 exclusions were from 5 high schools in the borough.

Racist Incidents in Schools

- No comprehensive report detailing racist incidents. Schools are keeping records. Schools can inform LEAs but do not have to do so.

Teacher Population – Ethnicity

- Lack of information about ethnic background of teachers in Merton. Generally felt there is under-representation. New payroll/personnel IT system effective from April 2001 will greatly assist with information.
- Under-representation of ethnic minority teachers is a national issue. Nationally, 2.3% practising teachers are from minority groups, whilst 7% pupils are. Although a higher figure, the proportion of Black Caribbean and African and Asian trainee teachers is only 6%.

Governor Population - Ethnicity

- Present composition of governing bodies unknown, but thought to be predominantly white. One large high school with seventeen governors does not have any ethnic minority governors. A survey is in progress now to find out the ethnicity of Merton's School Governors, and an Action Plan will be drawn up in the light of its findings. Every effort is being made to encourage people from black and ethnic minority communities.

OFSTED Inspection Report

OFSTED's inspection report of the Council's performance as a Local Education Authority was very positive. The Panel was pleased to see that Merton did particularly well in measures taken to combat racism. It was concerned to see that support for raising the attainment of minority ethnic pupils needed to be improved (this was one of only four areas for improvement). OFSTED did however conclude that the weaknesses had been recognised and actions are being implemented which are leading to improvement. These actions include the new database, and EMAS actions (paragraphs 58 and 151 of OFSTED report).

What the Panel Found

The Panel met with the Director of Education, Leisure and Libraries and the Head of Child Policy and School Effectiveness, with 5 Head teachers and heard from a voluntary ethnic minority umbrella organisation on this subject.

The Director provided a substantial folder amplifying their completed and planned initiatives taking forward existing work in tackling race issues into areas arising from Macpherson, and including evidence to support those actions. The areas for concern highlighted by the statistics were reinforced by the Department it was addressing them with a raft of initiatives re-focussed or new to tackle under-achievement and the reporting and dealing with racial incidents. Merton's Ethnic minority Achievement Service (EMAS) and the use of Ethnic

Minority Achievement Grant were key drivers. The Panel was disappointed at the lack of data about the ethnicity of the teacher population, appreciating that the Authority could probably offer more focussed strategies to schools when they had information both about the overall local teacher population and the pattern between schools – even within the national paucity of teachers from ethnic backgrounds. The Panel equally felt that there was an important opportunity for ethnic minority people to influence school strategies and practices if they became governors.

The recently published CRE Standards for Racial Equality in schools “Learning for All” appeared to be a very comprehensive guide to good practice and procedures in addressing racial equality and cultural diversity. But it would also require a lot of data collection and monitoring. The Panel did not have the knowledge or time to research the practicalities of adopting this Framework but want to commend it for evaluation and adoption so far as practicable in Merton.

The Panel met with five of Merton’s Head teachers and had a discussion about Macpherson, the new CRE Standards for Racial Equality in Schools “Learning for All”, and the issue of attainment, racism in school, governors and workforce. The Heads were not representing all schools in the Borough, but their personal comments were very illuminating and gratifying to hear. They felt:

- The CRE Standards for Racial Equality in Schools “Learning for All” had to be implemented
- There were difficulties in recruiting ethnic minority teachers, there were very few applicants for any vacancy. There were only a few ethnic minority teachers in these five schools. The Head teachers felt that retention of ethnic minority teachers was in part due to new recruits seeing ethnic teachers at the school in management positions.
- There was a national difficulty in recruiting teachers such that the concentration of effort tended to be on recruiting generally rather than particular strategies to recruit from ethnic minorities
- There was pride in the attainment of ethnic minority pupils, many of whom were reaching the highest standards. Strategies were reviewed annually to adjust to current circumstances
- They agreed the difficulty of recruiting ethnic minority governors, and would respond to any suggestions
- They had experienced little racism within their schools although even one incident was serious and was treated as such. They were aware of racism being rife outside the gate and there had been situations in the playground involving parents. They were aware that some children had a different approach to racism inside and outside school.
- Schools did keep statistics and reported regularly to governors – the LEA had not asked for them.

- Very supportive of FAME (Families, Access, Mentoring and Empowerment) Project but insufficient capacity in this 3 year project to tackle social exclusion in Merton (run by Merton Education Business Partnership)

Parents

The Panel would have liked to hear the views of parents, but it was not possible within the timeframe.

Merton Unity Network

This charitable organisation was formed to enable a voice for approximately 60 ethnic minority groups. It operates mainly as the voice of the black and ethnic minority community and as a vehicle for quickly getting and disseminating information. A representative of this organisation made several informative comments :

- The history of black people coming over to England has resulted in them giving up their culture whereas this is not true of the Asian culture.
- Black boys behaving badly in schools is regarded differently from bad behaviour from other groups – cultural differences not understood.
- Lack of ethnic minority governors is about better publicising that ethnic minority parents have much to contribute – advantages of becoming involved needed to be highlighted.

Travellers

The Travellers Education Service covers both Merton and Sutton. It has five staff including a fulltime Co-ordinator. The Co-ordinator works with different Traveller groups to ensure their children get access to education. Whilst Travellers are encamped assessments of their needs are made. The main concerns brought to the Panel's attention included the needs of the most mobile Travellers, the lack of tolerance and of recognition of Travellers as an ethnic group the lack of a post covering general issues for Travellers and that there is no one-point of contact within Social Services. The cost of unauthorised encampments was acknowledged. The Co-ordinator felt that bad feelings towards Travellers was fuelled by the Press and went unchallenged. The Human Rights Act might be used to achieve a balance in the action taken against Travellers. It was suggested that setting up a multi agency group to support Travellers and publishing leaflets setting out Travellers Rights as well as one to raise awareness of Travellers lifestyles would prove helpful.

The Panel was pleased to learn about the variety of work underway both in the Council and the schools. Whilst fully appreciating that the Local Education Authority did not have the right to require schools to provide information, if the experience of listening to a few Heads was replicated across all schools, then it appeared there was a continuing commitment to tackle racism and promote achievement amongst pupils from black and ethnic minority communities within schools and a willingness to share relevant information.

The Chair of the Racial Incidents Panel has agreed to embrace Travellers within the Panel’s remit.

RECOMMENDATIONS

The Council prioritises IT support to schools to make easier the evaluation of attainment versus ethnicity which presently can be done only manually.

The Council liaises with Merton Unity Network and Ethnic Minority Centre to formulate strategies which might encourage ethnic minority young people to join the teaching profession, and which might encourage local ethnic minority residents to become school governors.

The Council requests schools to provide information both about the number of racist incidents and the numbers and ethnic identity of ‘excluded’ pupils and publish these annually on a school-by-school basis.

The perceived shortage of ethnic minority teachers locally should be the subject of shared discussions between the Council and schools involving intelligence from teacher training establishments with a view to introducing practical strategies to try and improve the position, learning from the experience of other schools who notwithstanding the national shortage have had some success in improving their local situation.

The shortage of ethnic minority governors be the subject of discussions between the Council, schools and local voluntary and community sector to identify strategies to increase the number, and the Council use its own powers to appoint more LEA governors from ethnic minority groups.

The CRE Standards for Racial Equality in Schools “Learning for All” is commended to schools for implementation wherever practicable.

The Council urgently reviews the FAME/JIGSAW projects for pupils in Merton Schools needing support or at risk of exclusion, with a view to increasing their capacity.

The Panel was pleased to see that the Council’s measures to combat racism were good, but observed that OFSTED have identified that support for raising the attainment of ethnic minority pupils (including the children of travellers) needed to be improved. Therefore, the Council’s OFSTED Action Plan must ensure that the action in response to this weakness is specific, achievable and measurable.

FURTHER RECOMMENDATION

For additional proposed action on subjects considered in this Chapter see the Stephen Lawrence Inquiry (LARRIE) Checklist of performance indicators – Appendix 4.

CHAPTER 7

RECRUITMENT AND EMPLOYMENT

It makes good business sense to have a workforce which broadly reflects the local communities. It can respond better to their needs, it will help generate a positive ethos and environment within the Council and is more likely to challenge and deal effectively with racist behaviour.

Positive Action – The legal Framework

Opportunities for employees to develop their potential through encouragement, training and careful assessment are not only positive action measures but part of good employment practice. Many employees from ethnic minority communities have potential which, perhaps because of previous discrimination and other causes of disadvantage, they have not been able to realise, and which is not reflected in their qualifications and experience. Where members of a particular racial group or gender have been under represented over the previous 12 months in particular work, employers are allowed under the Race Relations Act 1976 and the Sex Discrimination Act 1975 to encourage them to take advantage of opportunities for doing that work and to provide training to enable them to attain the skills needed for it. Employers can provide training for persons currently in their employment.

Although not legally required, positive measures are allowed by the law to encourage employees and potential employees to provide training for particular racial groups/gender which have been underrepresented. Discrimination at the point of selection for work is not permissible in these circumstances.

Positive measures that are appropriate are :

- Job advertisements designed to reach members of these groups and to ensure their applications, for example through the use of ethnic minority press.
- Use of employment agencies and careers officers in areas where these groups are concentrated.
- Recruitment and training schemes for school leavers designed to reach members of these groups
- Encouragement to employees from these groups to apply for promotion or transfer opportunities, and
- Training for promotion or skill training for employees of these groups who lack particular expertise but show potential.

The Council acknowledges the importance of this framework and has built it in its Recruitment and Selection Training Course for managers/supervisors responsible for recruitment.

Macpherson Recommendations

Recommendation 64 – local authorities’ plans should include targets for recruitment, progression and retention of ethnic minority staff

Recommendation 57 - local authorities should through the implementation of a code of conduct or otherwise ensure that racist words or acts proved to have been spoken or done by local authority officers should lead to disciplinary proceedings.

Recommendation 11 – that the full force of the race relations legislation should apply to all local authority officers and that officers including Directors and Heads of Services have equalities competencies included within the appraisal system.

What the Panel Found

The Council has a commitment to achieving a workforce which is broadly representative of the community profile. The Council has an Equal Opportunities Policy for Employment and Recruitment and Selection Procedures that has equalities principles embedded in its ethos. The Equal Opportunities Policy was, however, last reviewed in 1990 and the Panel recommends that it be reviewed.

The Council follows the CRE’s Code of Practice and its general principles are embodied in employment policies and procedures. The guidance on positive action in employment and training however could be further utilised up to the point of selection. At the final interview the most suitable applicant must be appointed. This is made clear in the Council’s protocol for Member level appointment in which the Council “reaffirms its commitment to appointing the best available candidate for the job”. This commitment does not prevent the adoption of targets but does preclude any “quota” approach to recruitment and selection.

As a result of Macpherson Recommendations, the Council is reviewing key Human Resources Policies and Procedures, namely, Disciplinary, Capability and Grievance, to ensure that no one is unintentionally discriminated against.

Council Workforce – Profile (APPENDIX 7)

The Panel analysed the Council’s workforce profile as at May 2000. In summary :

- The Council employs a total of 15.60% ethnic minority employees, this compares to 22.04% from the local ethnic minority community estimated to be of working age.
- Employees from Black Caribbean/African/Other groups are over-represented whilst employees from the Asian communities are under represented.
- Ethnic minority employees are represented across the Councils grading structure. There is, however, a greater concentration of ethnic minority employees at the lower grades in the organisation.
- The Council has no recorded data for 13.0% of employees. A significant amount of these employees have historically defined themselves as White.

There is a significant difference between departments:

Ethnic minority groups are represented across the grading structure of the Chief Executive's Department. However, the department is under-represented in all ethnic minority groups when compared with the ethnic minority local community workforce profile.

All ethnic minority groups are represented in the Environmental Services Department and 40% of Directors and Heads of Service in Environmental Services are from ethnic minority groups. With the exception of Black Caribbean, ethnic minority employees are under represented compared to the ethnic minority local community.

With the exception of Chief Officer Grades, ethnic minority employees are represented across the grading structure in the Education, Leisure and Libraries Department albeit in very small numbers.

With the exception of employees who classify themselves as Black Other, all ethnic minority groups are under-represented within the Financial Services Department. Ethnic minority employees are largely concentrated at scales 1 – 6.

Ethnic minority employees are represented in greater proportions than their representations in the local community in Housing and Social Services in posts up to and including PO6. All Asian groups are however under represented.

RECRUITMENT AND SELECTION

The Panel examined the recruitment data for period June 1999 – May 2000 in summary:

Applicants from ethnic minority communities applied for jobs in all departments in the Council.

In general, Black Caribbean and Black Africans are shortlisted at roughly the same proportions as applied. The Asian Groups are on the whole not as successful at being shortlisted.

No Bangladeshi's were appointed during this year and other Asian groups were appointed at percentages less than their representations at application.

The Panel was concerned at the under-representation of Asians, particularly Bangladeshi's at the shortlisting and appointment stages of the recruitment process.

The Panel therefore recommends that the Council should continue to conduct case tracking to establish why ethnic minority applicants are not shortlisted or appointed in more representative proportions. At present the Council is case tracking just one or two posts per department per month. This is too low to give accurate results on trends. The Panel is recommending this should be increased.

The Panel were convinced that equality of opportunity was an integral part of the recruitment and selection training.

Departmental Progress with Recruitment and Retention Initiatives in the Council wide Action Plan 'Macpherson- Moving Ahead'

All departments were asked to advise the Panel how far their October 1999 Plan – Macpherson Moving Ahead was implemented and what new initiatives had been implemented/planned. They demonstrate quite a range of different projects between departments and include several very good practices, particularly within the Environmental Service Department who have applied a large number and range of initiatives aimed at creating an atmosphere in which staff feel valued and comfortable, are properly trained and appraised and in which ethnic minority employees are assisted to acquire the skills required to obtain promotion. The Department embarked upon a major shift in culture and practice since 1994 after a difficult period following complaints and negative press a few years ago. The Department has subsequently secured funds and worked with the Commission for Racial Equality to create this shift in culture.

The Panel's perception was of a Council committed to racial equality and making progress with a raft of measures which are moving in the direction of creating an environment and image, where black and ethnic minority people want to work and stay in the Council.

On the other hand, the Panel has also spoken with three ethnic minority councillors, and two considered there to be racism within the Council, and has concerns about how the equalities policy is implemented. These perceptions have been supported by meeting with Staff Side and members of the Black Workers Groups who believe there is discrimination – with ethnic minority staff not having equal opportunities to training and promotion. There had also been a voluntary sector comment that there may be racial undertones to some of the behaviour encountered although it was difficult to 'unpick'.

In particular concerns were raised on :

- Retention of ethnic minority employees
- Under-representation of Irish employees
- Ethnic minority representations on recruitment and selection panels
- The limited resources of staff dedicated to dealing with race issues
- Some services being less accessible for ethnic minority people in the community
- Racial harassment taking place and not reported to senior managers
- Perception of subtle discrimination and lack of training and access to promotion for ethnic minority employees
- A wish for a totally professional workforce where everyone is treated fairly irrespective of nationality, colour or gender.
- The need to review the Council's Disciplinary and Grievance Procedure
- The Council not progressing on the Race Agenda
- Reasons for ethnic minority employees leaving the Council not identified therefore, the Council not being able to identify whether or not there is institutionalised racism
- The need to advertise using the Internet and Press more widely

- Lack of interest from Directors in setting up a Corporate Black Workers Group
- Institutionalised Racism being more prevalent in some departments
- Lack of Exit Interviews
- Requests and complaints not acted upon or replied to
- Training needs and requests not addressed
- Degree of ignorance regarding cultures and religious festivals
- Feelings of hostility/rudeness through body language, tone of voice, eye contact, etc., rather than overt racial harassment
- Good equalities/personnel practice ideas on paper, but not in reality.

The Panel listened to these views. The Panel noted the different points of view and felt that though Chief Officers were committed to the recommendations of Macpherson, it would appear that Macpherson initiatives are not yet successfully embedded throughout departments. A staff attitude survey will provide more information about the extent of staff perceptions of institutionalised racism.

It is the Panel's view that the Council must systematically and consistently across all departments implement and publicise a range of initiatives reflecting a commitment to eradicate institutionalised racism in the Council.

Following their discussion with StaffSide and representatives from Black Workers Groups, the Panel could see benefit in there being a Corporate Black Workers Group which could act as a consultative body for the Council and a support network for ethnic minority employees throughout the Council.

RECOMMENDATIONS

Workforce Profile :

Departments to devise annual action plans to reduce imbalances within their department in relation to the number of ethnic minority employees, their representations at senior levels, and in particular representations of Asian employees.

Departments to continue case tracking, but with an increased sample size, analyse the results and devise initiatives as a result of that analysis.

Departments to ensure that managers with staff responsibilities attend Recruitment and Selection Training and refresher course.

Ensure all managers are reminded of the workforce profile and the target of improving the profile of under-represented ethnic minority staff.

Recruitment and Selection

At least two members of recruitment panels (both Member and officer) should, from 1st April 2001, have undergone recruitment and selection training.

At least one ethnic minority person (wherever possible) should be part of the selection panels.

Alternative ways of making applications for jobs to be considered where the job tasks do not require the ability to complete complex written forms i.e. careers days.

For all vacancies, the skills knowledge and experience required for a job is reviewed to ensure it is essential and does not contain any unnecessary qualifications which may exclude certain groups from applying.

The Council reviews its Recruitment and Selection Procedure and simplifies the Application Form. This would include seeking all necessary approval for collection and analysis of ethnicity details to meet legal obligations to promote equalities, tackle discrimination and deliver Best Value.

Managers seek advice on, and make more use of positive action where ethnic minority employees have been under-represented for the last 12 months.

When filling vacancies, assessment should take place regarding whether there is ethnic minority under-representation and appropriate legal and reasonable positive action be taken during recruitment to redress the imbalance.

Include bilingual skills and knowledge of ethnic minority communities in the person specification of job descriptions where they are relevant, and use the Race Relations Act where appropriate.

Retention and Promotion

Examples of strategies and methods which have proved successful in increasing the number of ethnic minority applicants to be shared with other departments.

Check all career grade posts to ensure no discrimination in their use.

Departments to encourage all leavers to participate in an exit interview with corporate key questions including whether race discrimination was experienced, and ethnicity details if approved. The returns to be analysed and form part of future departmental and corporate initiatives aimed at retention.

Race equality performance targets for the Chief Executive, Directors and Heads of Service within the Council's appraisal system.

Department to keep staff turnover statistics which identify turnover rates and reasons for leaving by ethnic group, to be implemented when the new personnel payroll system is operational.

Set up a Corporate Black Workers Group, providing a strategic overview and focus for departmental black workers groups.

FURTHER RECOMMENDATION

For additional proposed action on subjects considered in this Chapter see the Stephen Lawrence Inquiry (LARRIE) Checklist of performance indicators – Appendix 4.

CHAPTER 8

TRAINING AND PROMOTING A POSITIVE CULTURE

Why invest in people? ...it’s good for you.

“Investors in People is about investing in people for success. Your success depends on you getting the best out of everyone. But if you are investing in their development, you want to see a good return. Your investment in your people needs to help you achieve your objectives too.” These are the opening words from the Investors in People Standard, a quality management tool driven by a partnership between leading businesses and organisations such as the CBI, TUC, the Institute of Personnel and Development and the National Training Task Force. The Council has made a commitment to become Investors in People by 2002 – 3 departments expect to seek accreditation by the end of 2000.

Macpherson Recommendations

The Macpherson Report recognises the pivotal role which staff training and development plays within a supportive positive environment. There are 5 recommendations about training:

Training and Race Awareness and Valuing Cultural Diversity

Recommendation 48. That there should be an immediate review and revision of racism awareness training within local authority services to ensure:

- That there exists a consistent strategy to deliver appropriate training within all local authority services, based upon the value of our cultural diversity
- That training courses are designed and delivered in order to develop the full understanding that good community relations are essential to good local authority practice and that a racist local authority officer is an incompetent officer

Recommendation 50. That training and practical experience in the field of racism awareness and valuing cultural diversity should regularly be conducted at local level. And that it should be recognised that local ethnic minority communities should be involved in such training and experience

Recommendation 51. That consideration be given by local authority services to promoting joint training with members of other organisations or professions

Recommendation 54. That consideration be given to a review of the provision of training in racism awareness and valuing cultural diversity in local government and other agencies including other sections of the criminal justice system.

Employment, Discipline and Complaints

Recommendation 57. That local authorities should through the implementation of a code of conduct or otherwise ensure that racist words or acts proved to have been spoken or done by local authority officers should lead to disciplinary proceedings

What the Panel Found

The Panel heard from all Departments about successful initiatives they had put in place. The Chief Executive and Staff Side issued a joint global e-mail to staff, to come and meet with the Panel, individually or in groups to give the Panel their perceptions both as an employee and as a service provider. Only two members of staff took up this offer but their contributions were greatly appreciated.

There were good examples of joint training with the police, involving the Equalities Officer helping with race awareness training of police officers and another example of housing and police officers receiving joint training. The Panel listened to StaffSide, staff representatives from the Black Workers Group, the Local Government Association, ethnic minority councillors, and the Human Resources Adviser. The Panel found some common themes, some common aspirations but at the same time there remained opposite perceptions between different levels in the organisation about how far diversity was valued, and about whether black and ethnic minority staff had the same opportunities as white colleagues to access training. The Environmental Services Department had been able to measure staff perceptions through two opinion surveys. There had been significant change amongst staff over the three years since it first did one – there was solid evidence that many staff have a different, more positive view of the Department.

The Panel concluded there was a package of initiatives which would consolidate existing practice, refocus it and add where essential to the existing Training and Development Strategy for the Authority. The progress made in recent years in developing a Training Strategy relevant to the organisational needs was endorsed by all.

Code of Conduct

The Panel was satisfied that the Council's Code of Conduct dealt with racist behaviour and material. It is a disciplinary offence to break the Council's Code of Conduct which outlines the standards of behaviour expected. The Code explicitly states that staff should never harass or discriminate against people or display racist material.

RECOMMENDATIONS

Promoting and valuing diversity

Undertake an attitude survey of all staff by the end of March 2001 which will, amongst other things, measure satisfaction of ethnic minority staff, highlighting how extensive is the perception of racial harassment and discrimination and how far these staff feel their contribution and development is valued by the Council.

The staff attitude survey should be regularly repeated every two years.

Religious festivals to be recognised and all managers to be reminded of the special arrangements, including leave, for cultural and religious observances, and issued with a corporate booklet incorporating these (based upon the one being developed in Environmental Services Department) with a shorter version produced for all staff dealing with customers.

The Council is urged to create a special area in the Civic Centre to allow daily worship e.g. for Muslims and other religious groups.

Training Plans

Corporate and Departmental Training Plans should be reviewed to see how far ethnic minority staff had training opportunities and if the opportunities delivered were in line with priorities agreed at the start of the year.

Race equality awareness training should be explicit, to be built into all aspects of the Corporate Training Programme and be further built into the Customer Challenge, Recruitment and Selection and Essential Management Skills Courses.

The present content of the Managing Diversity Course is fine as a general equal opportunities course, but attendance needs to be focussed upon new entrants perhaps as part of the induction programme and upon unit managers and front line staff.

The successful 2 day workshop on managing diversity in the workplace designed by the Finance Department and presently cascading through the department, be considered for translation into a course for the Corporate Training Programme.

Explicit race equality objectives should be built into service specific job training.

Basic skills training to be added to the Corporate Training Programme to support the development of staff currently employed in jobs not involving written work but for whom advancement may depend upon them developing greater literacy and numeracy skills.

Corporate management development programme must maintain the target of 20% participants from disadvantaged groups and ethnic minority staff.

The Council's mentoring scheme, should have a particular focus on identifying mentors from ethnic minority staff, who can act as good role models for other staff.

Ethnic minority staff and Councillors should be involved in designing and commissioning race equality training and where practicable there should be consultation with ethnic minority organisations.

FURTHER RECOMMENDATION

For additional proposed action on subjects considered in this Chapter see the Stephen Lawrence Inquiry (LARRIE) Checklist of performance indicators – Appendix 4.

CHAPTER 9

COMMUNITY LEADERSHIP AND PARTNERSHIP

The Council will shortly have a new statutory duty under the Local Government Act 1999 to promote the economic, social and environmental well-being of Merton residents. As the only democratically elected body this give local authorities a credence not afforded to other non elected local agencies which contribute to the quality of local life. However, with this duty comes responsibility and accountability.

Key issues for the Council to demonstrate leadership in race equality were deemed by the Panel to be :

- Setting a good example as the largest local employer (see Chapters 7 and 8)
- Promoting race equality through Council representation on outside organisations by ethnic composition of nominees and their promotion of good race equality practice
- Evidence of addressing race equalities within work with key local partners
- Supporting race equalities and cultural diversity through grant aid to local voluntary and community groups.

Macpherson Recommendation

Recommendation 7. That local authorities should seek to ensure that Members and the local authorities membership of other bodies and partnerships reflect as far as possible the cultural and ethnic mix of the communities which local authorities and those bodies serve.

Recommendation 70. That in creating strategies under the provisions of the Crime and Disorder Act or otherwise, police, local government and relevant agencies should specifically consider implementing community and local initiatives aimed at promoting cultural diversity and addressing racism and the need for focused, consistent support for such initiatives.

Setting the Example

This report has already spelt out how the Council is presently tackling race discrimination through the delivery of its own services and through its employment practices. In its community leadership role the Council must be seen to be setting a good example.

RECOMMENDATION

The Council publicises the composition of its workforce, and its employment practices, and particular schemes such as the Merton Trainee Scheme which in partnership with the Employment Service, Merton College and Prince’s Trust, offers work experience. Merton has a local target of 10% from ethnic minority people.

Democratic Representation

Ethnic minority people are under-represented nationally among local councillors. Merton Council has seven ethnic minority councillors. The Panel discussed whether to recommend the Council to consider urging political parties to take action to remedy the under-representation nationally. The Panel concluded this was not appropriate action for them.

Council Representation on Outside Organisation

The Council nominates representatives onto sixty-five outside organisations. No audit of ethnicity has ever been undertaken. However, it is thought that only a small number are of ethnic minority origin. The Panel appreciated that it is in itself not easy to recruit people willing and able to give up the time or accept the responsibilities associated with membership of many of these organisations. However, the Panel consider that an increase in ethnic minority representatives is highly desirable – it would show the Council setting a good example both to its local ethnic communities and to other organisations about commitment to race equality.

RECOMMENDATIONS

The Council takes steps to increase the number of ethnic minority Council representatives on outside organisations, and specifically reflects the ethnic diversity of Merton when nominations are sought to the new Police Authority.

Review the information provided to all Council representatives on governing bodies and outside organisation to ensure that all are provided with up to date information about the Council’s commitment to race equalities and their role in promoting it

Addressing Race Equalities within Work with Key Partners

This was a problem area for the Panel. The Panel was keen to know how far the Council was involved with key partners and in that work could be seen to be tackling racial discrimination and inequality, particularly in relation to the police and health services. However, the main thrust of their work was with the Council’s own actions and that was dominating their time. The Panel therefore felt they did not have time to explore other areas in depth and are consequently making references to them in Recommendations, urging the Council to address issues separately.

Community Safety – The Crime & Disorder Act of 1998 places a duty on local authority Chief Executives and police Borough Commanders, in partnership with other agencies, to work together to reduce crime and disorder in their borough. This is done through the strategic partnership group of Merton Partnership Against Crime (MPAC), which is chaired jointly by the local authority and the police, with membership drawn from the local Probation Service and Health Authority, Magistrates Courts and the Drug Action Team (DAT). It has similar membership and works closely with the Drug Action Team and Merton Youth Offending Team (YOT). The Partnership work has resulted in several joint protocols between the police, Council and housing associations, e.g. responding to racial harassment; anti-social behaviour orders. Merton’s Crime and Disorder Strategy is now in its second year. One of five strategic objectives is addressing racially motivated crime with the aim of

both reducing the level of racially motivated crime and disorder and improving the confidence of ethnic minority residents in reporting racial incidents. The Panel supports and endorses the work of the MPAC as an example of good practice in partnership work to tackle racially motivated crime.

RECOMMENDATION

The priority within the Crime and Disorder Strategy to tackling racially motivated crime is welcomed and should continue to receive significant support from the Council as a key partner in the Merton Partnership Against Crime.

Local Policing – On behalf of the Council in their capacity as Community Leaders, the Panel felt it essential to meet with the police Borough Commander, Chief Superintendent Stephen Thomas, to discuss with him the local police’s response to the Stephen Lawrence Inquiry. He provided the Police Best Value Performance Plan which outlines priorities and performance indicators for service this year and clearly identifies key activities which will impact upon race issues. (See Appendix 8):

Chief Superintendent Thomas shared his concern about his workforce profile which was replicated across the Metropolitan Police area and from which he did not envisage much progress in the short term. Only 6% of officers in Merton have declared they are from an ethnic minority (15 from 285). There was a recruitment crisis within the Metropolitan Police Service – currently a loss of 50 officers per month – and until this was overcome it was unlikely that the ethnic composition of the workforce will change from the present. Salaries were not competitive with other employment. Nevertheless, there has been work with the Prince’s Trust to enable first time unsuccessfully candidates who may just fail entrance to the Police on the interview element of selection to improve the relevant skills and just retake the interview part of the selection process.

In relation to training, there has been awareness training for all ranks. This included joint training with the Council – the Corporate Equalities Officer had helped in 5 days Cultural Diversity awareness training for police officers. Merton Division would receive training as part of the Metropolitan Police Strategy to provide racial equality training to all officers. Police officers also participated in training with housing officers run by the Council’s Housing Department.

Whilst the numbers of locally reported racially related incidents have increased this year compared to last (276 to 544). The trend across London shows that the level of incidents is starting to decline generally. The reason for this general decline was not known for certain. There was a 24% clear up rate in Merton for racial crimes – which was double the next best and was already over the Metropolitan Police Service’s target of 15%.

Areas where action might be helpful was :

- Monitoring third party reports of racially motivated crime
- Trying to speed up the casualty reports on victims, which is stressful to victims and advantageous for the perpetrator

RECOMMENDATION

The Council seek an annual update on the Police Best Value Performance Plan, workforce profile, awareness training, joint work on devising a way to monitor third party reports of racially motivated crime, and approach the health authority with the police to request the speeding up of casualty reports on victims.

Health Services - Of equal importance to policing, was for the Panel to understand how far local health services were responsive to the needs of black and ethnic minority residents in relation to particular services which they needed, that the provision of health services generally was as accessible to ethnic minority residents as to the population as a whole, and that ethnic minority satisfaction with local health services was known.

The Panel enquired whether the local Community Health Council had records about minority satisfaction and had plans for any research into local health service delivery as a consequence of the Macpherson Inquiry. It transpired that the Community Health Council was not being proactive in its response to Macpherson. It had not produced any recent reports on ethnicity and health although it has started to collect health providers equalities policies with a view to examining their application in due course. The CHC will disappear under the new NHS Plan and responsibility for scrutinising health services will pass to local government. The Panel is keen for early talks to begin.

The Panel did obtain copies of the Health Authority’s strategic document “Cultural Diversity and Health in MSW”. This was a very comprehensive document and gave the Panel satisfaction that there was a clear focus on ethnic minority related issues and health. However, it was a very broad agenda and a very important one which the Panel felt deserved separate and detailed consideration for which the Panel did not have time.. The Council had nominations on the Merton Health Improvement Partnership Board who would be best placed to monitor and evaluate this work.

RECOMMENDATIONS

The Council’s representatives on the Merton Health Improvement Partnership Board scrutinise the Health Authority’s Plans to respond to diversity in the delivery of local health services in “Cultural Diversity and Health in MSW” and report back to the Leader and Chief Executive.

Messages from the Voluntary Sector

The Panel wished to determine if the voluntary sector had any concerns about the Council’s response to Macpherson, their relationship with the Council, and if they had instituted any particular responses within their own group/sector. It was an explicit condition of grant aid that any voluntary/community group should have an equalities policy, including race, which was also demonstrably being put into practice. Voluntary sector officers did monitor and evaluate this practice and it did sometimes lead to special action being introduced.

The Ethnic Minority Centre has over seventy members from most ethnic minority communities in Merton. It promoted and concerned itself especially with health issues for ethnic minority groups. It would be very happy to assist in the promotion to ethnic minority groups the value of becoming school governors.

Merton Unity Network’s main aims were to be a “voice” for black and ethnic minority communities and an effective dissemination of information amongst them. The Network would be happy to work with the Council and Schools in seeking the more active engagement of members of minority communities and helping the Council to identify the most effective ways of engaging them in consultation exercises about services.

RECOMMENDATIONS

The Council support voluntary organisations wanting to respond to Macpherson.

Continue to support groups who assist with victim support and tackle discrimination and racial harassment.

Co-operate with voluntary groups in understanding how best to consult with and seek the opinions of ethnic minority communities and respond to the information gained.

FURTHER RECOMMENDATION

For additional proposed action on subjects considered in this Chapter see the Stephen Lawrence Inquiry (LARRIE) Checklist of performance indicators – Appendix 4.

APPENDIX 1

THE MACPHERSON SCRUTINY PANEL

The Council regards the delivery of race equality as a key driver of its modernisation agenda, and decided to form its very first Member Scrutiny Panel to :

- Review progress with the Council’s Action Plan of October 1999
- Review that Plan against the Macpherson recommendations relevant to local government and decide if there were gaps and what initiatives should be started to address them

The Panel is cross-party and its members are Cllrs Jan Jones (Chair), Cllr Stuart Pickover (Vice-Chair), Cllrs Mohammad Syed, Karim and John Nelson Jones. Cllr Joe Abrams is the nominated Labour Group substitute. They were supported by :-

Diane Bailey	-	Head of Scrutiny and Policy
Keith Davis	-	Assistant Chief Executive
Samantha Hipperson	-	PA to Assistant Chief Executive
Barbara Jarvis	-	Scrutiny Officer
Rosemary Shand	-	Principal Human Resources Adviser
Monica Wambu	-	Equalities Officer

The Panel has met almost weekly and during more than twenty meetings has taken evidence from some forty-eight people both internal and external to the Council (see APPENDIX 3). Reference has also been taken of many written documents, some local, some national (see APPENDIX 9). The objectives of the Panel were to understand present strengths and weaknesses in Council policies and practices and identify key issues which will make a difference and take the Council’s race agenda forward in tackling racism and promoting practices which are fair to all employees and service users.

The Panel has learnt about the policies and practices in place and being developed and is clear about the commitment and action being taken by top management. But the Panel has also heard from individual minority ethnic members of staff who say that racial discrimination and harassment exist.

TERMS OF REFERENCE AND PROCEDURES FOR THE PILOT SCRUTINY PANEL ON THE MACPHERSON REPORT

1. TERMS OF REFERENCE

The Scrutiny Panel is to consider the way in which the Council is fully implementing the recommendations of the MacPherson Report, and in so doing, shall:

- A review progress in achieving all service delivery initiatives in the Corporate and Departmental action plans and evaluate their impact;

- B review progress in achieving all employment initiatives in the Corporate and Departmental action plans and evaluate their impact;
- C review the initiatives (Stephen Lawrence Inquiry Report – Moving ahead on MacPherson, agreed by Policy, Strategy and Quality Committee, 6 October 1999) and their impact against the 24 recommendations in the MacPherson report relevant to local authorities, and identify any weaknesses and/or gaps which still need to be addressed, making effective and practical suggestions about how these might be addressed with appropriate timescales and within the Council’s resource constraints;
- D consult with and take evidence from representatives from other organisations, including ‘experts witnesses’ in this subject;
- E request and receive reports from relevant Members and officers as deemed necessary by the Panel, including their attendance at Panel meetings;
- F report the Panel’s agreed work plan with an interim report to the April Corporate Resources and Personnel and Equalities Committee meeting;
- F produce a second report on the lessons learnt from this pilot Scrutiny Panel which can inform future scrutiny processes in Merton;
- H publish the report by the September 2000.

2. **MEMBERSHIP**

- The Panel will be made up of 5 voting Members (3 Administration and 2 Opposition Members).
- Each Panel Member will have a named substitute who may attend meetings in their place.
- The Chair and Vice-Chair of the Panel will be elected from amongst the members of the Panel.
- The Panel may co-opt members from outside the Council as appropriate.
- Non Panel Councillors and members of the public, may speak at meetings of the Panel at the discretion of the Chair.

3. **PROCEDURES**

- Voting, if any, will be by simple show of hands and in the event of an equality of votes, the Chair shall have a second or casting vote.
- The Panel should be constructive not judgmental, be open and transparent.
- The Panel should be open and friendly, with visitors welcomed, whether from within or outside the Council.
- Meetings should be advertised and accessible (ie. Time, venue, place).
- Formal meetings should not be continued unless at least 3 Panel members are present.
- The Panel will decide how the views of all Panel members are represented in the final report.

4. SUPPORT

The Panel will be supported by the staff of the Chief Executive’s Scrutiny and Policy Division. This will include the administration and support of meetings, as well as the

research, analysis and the production of relevant statistics, data and other information.

APPENDIX 2

THE STEPHEN LAWRENCE INQUIRY :

Report of An Inquiry By Sir William Macpherson of Cluny

The following recommendations are relevant to local government in that they either directly apply or do so by implication.

Openness, Accountability and the Restoration of Confidence

2. The process of implementing, monitoring and assessing a Ministerial Priority for all local authority services should include performance indicators in relation to:

- The existence and application of strategies for the prevention, recording, investigation and prosecution of racist incidents;
- Measures to encourage reporting of racist incidents;
- The number of recorded racist incidents and related detection levels;
- The degree of multi-agency co-operation and information exchange;
- Achieving equal satisfaction levels across all ethnic groups in public satisfaction surveys;
- The nature, extent and achievement of racism awareness training
- Levels of recruitment, retention and progression of minority ethnic recruits
- Levels of complaints of racist behaviour or attitude and their outcomes.

The overall aim being the elimination of racist prejudice and disadvantage and the demonstration of fairness in all aspects of local authority services and employment

5. That principles and standards set out in the Commission for Racial Equality's Standard for Equality in Local Government and the audit Commission's Equality Indicators be applied in order to improve standards of achievement in local authority service and employment.
7. That local authorities should seek to ensure that Members and the local authorities membership of other bodies and partnerships reflect as far as possible the cultural and ethnic mix of the communities which local authorities and those bodies serve.
11. That the full force of the race relations legislation should apply to all local authority officers and that officers including Directors and Heads of Services have equalities competencies included within the appraisal system.

Definition of Racist Incidents

12. That the definition should be: 'A racist incident is any incident which is perceived to be racist by the victim or any other person'.
13. That the term 'racist incident' must be understood to include crimes and non-crimes in policing terms. Both must be reported, recorded and investigated with equal commitment.
14. That this definition should be universally adopted by the police, local government and other relevant agencies.
15. That codes of practice be established by the Home Office, in consultation with police services, local government and relevant agencies, to create a comprehensive system of reporting and recording of all racist incidents and crime.
16. That all possible steps should be taken by local authorities at local level in consultation with other agencies and local communities to encourage the reporting of racist incidents and crimes. This should include the ability to report at locations other than police stations; and the ability to report 24 hours a day.
17. That there should be close co-operation between police services and local government and other agencies, including in particular housing and education department, to ensure that all information as to racist incidents and crimes is shared and is readily available to all agencies.

Policy, Practice and the Investigation of Racist Crime

18. That ACPO, in consultation with local government and other relevant agencies, should review its 'Good Practice Guide for Police Response to Racial Incidents' in the light of this report and our recommendations. Consideration should be given to the production by ACPO of a manual or model for such investigation, to complement their current 'Manual of Murder Investigation'. Local authorities should review if Merton's own good practice guide is disseminated throughout all organisations.

Family Liaison, Victims and Witnesses

28. That local authorities services and victim support services ensure that their systems provide for the pro-active use of local contacts within minority ethnic communities to assist with family liaison where appropriate.

30. That local authorities services and victim support services ensure that their systems provide for the pro-active use of local contacts within minority ethnic communities to assist with victim support and with the handling and interviewing of sensitive witnesses.

Training and Race Awareness and Valuing Cultural Diversity

48. That there should be an immediate review and revision of racism awareness training within local authority services to ensure :

- That there exists a consistent strategy to deliver appropriate training within all local authority services, based upon the value of our cultural diversity;
- That training courses are designed and delivered in order to develop the full understanding that good community relations are essential to good local authority practice and that a racist local authority officer is an incompetent officer.

50. That training and practical experience in the field of racism awareness and valuing cultural diversity should regularly be conducted at local level. And that it should be recognised that local minority ethnic communities should be involved in such training and experience.

51. That consideration be given by local authority services to promoting joint training with members of other organisations or professions

54. That consideration be given to a review of the provision of training in racism awareness and valuing cultural diversity in local government and other agencies including other sections of the criminal justice system.

Employment, Discipline and Complaints

55. That the changes to Police Disciplinary and Complaints procedures proposed by the Home Secretary should be fully implemented and closely and publicly monitored as to their effectiveness.

57. That local authorities should through the implementation of a code of conduct or otherwise ensure that racist words or acts proved to have been spoken or done by local authority officers should lead to disciplinary proceedings.

Recruitment and Retention

64. That local authorities plans should include targets for recruitment, progression and retention of minority ethnic staff.

Prevention and the Role of Education

67. That consideration be given to amendment of the national curriculum aimed at valuing cultural diversity and preventing racism, in order to better reflect the needs of a diverse society.

68. That local education authorities and school governors have the duty to create and influence strategies in their schools to prevent and address racism. Such strategies to include:

- That schools record all racist incidents;
- That all recorded incidents are reported to the pupils' parents/guardians, schools governors and LEAs;
- That the numbers of racist incidents are published annually, on a school-by-school basis, and
- The numbers and self-defined ethnic identity of 'excluded' pupils are published annually on a school-by-school basis.

69. That OFSTED inspections include examination of the implementation of such strategies.

70. That in creating strategies under the provisions of the Crime and Disorder Act or otherwise, police, local government and relevant agencies should specifically consider implementing community and local initiatives aimed at promoting cultural diversity and addressing racism and the need for focused, consistent support for such initiatives.

APPENDIX 3

VISITS TO MACPHERSON PANEL

NAME	JOB TITLE	DEPARTMENT/ ORGANISATION
Abrams Joe	Councillor	LBM
Adebayo Ade	Head of Service Development	Environmental Services
Bailey Diane	Head of Scrutiny & Policy	Chief Executive’s
Barrett Lola	Chair	Merton Unity Network
Cairns Jenny	Director	Education, Leisure & Libraries
Crossley Barry	Fieldwork Manager	Children’s Services
Dickson Maureen	Black Workers Group	Financial Services
Durrani Shiraz	Principal Librarian	Libraries
Edwards Gill	Personnel Manager	Environmental Services
Evans Kate		Travellers Education
Franklin Judy	District Housing Manager (Morden)	Housing & Social Services
Green Lorna	Black Workers Group	Housing & Social Services
Harvey Tina	Head of St. Anne’s Special School	Education
Hobbs Robert	Assistant Director (Community Services)	Education, Leisure & Libraries
Holt Peter	The Leader of the Council	LBM
Jagdev Mr. A.S.	Treasurer	Ethnic Minority Centre
Kenny Val	Head of Cranmer Middle School	Education
Langley Steve	Chief Lettings Officer	Housing & Social Services
Macauley Edith	Councillor	LBM
Macdonnague Robert	Black Workers Group	LBM
Merry Margaret		Victim Support
Messam Kay	Acting Area Manager for Wandle Housing Association	MERHAG
Moran Rob	Head of Partnerships	Chief Executive’s
Mulloy Peter	Head of Policy & Consultation	Housing & Social Services
Neeliah Gopal	Fieldwork Manager	Adult Services, Mental Health
O’Reilly Lorraine	Assistant Director (Child Policy & School Effectiveness)	Education, Leisure & Libraries
O’Rourke Breffni	Community Project Development & Co-ordinating Officer	Chief Executive’s
Paine Roger	Chief Executive	Chief Executive’s
Palmer Sarah	Principal Information Officer	LARRIE
Parsons Mike	Director	Financial Services
Patterson Anne		Victim Support
Payne Joan	Black Workers Group	
Rawes Richard	Director	Environmental Services
Ray Sabitri	Administration Officer	Ethnic Minority Centre
Ridyard Marion	Client Services Manager	Housing & Social Services
Ryrie Paul	Head of Operation	Housing & Social Services
Skayman Nigel	Secretary	Staff Side
Smith G. Mr.	Vice-Chair	Ethnic Minority Centre

NAME	JOB TITLE	DEPARTMENT/ ORGANISATION
Stephens Cliff	Human Resource Manager	Chief Executive’s
Syed Mohammad	Councillor	LBM
Teasdale Mike	Head of Revenue	Financial Services
Thomas Stephen	Chief Superintendent	Metropolitan Police Service
Tombs Viv	Head of Alfred Mizen First School	Education
Walker Ibrahim	Staff Side & Unison Rep. and Black Workers Group	Environmental Services
Wambu Monica	Equalities Officer	Chief Executive’s
Williams Clarence	GMB & Staff Side Rep. and Black Workers Group	Environmental Services
Williams Simon	Acting Director	Social Services
Williamson Sue	Head of Tamworth Manor High School	Education

Performance Indicator	Evidence To Date/Gap Analysis	Suggested Action Required
6. Does the council include statistics on racial harassment in crime audits? <i>Relevant Chapter</i> 5	Yes – Crime and Disorder Audit 1999.	
7. Does the council/department have a multi-agency strategy and comprehensive system for the prevention, recording, sharing, response to, investigation and prosecution of racist incidents, harassment, attacks and complaints? <i>Relevant Chapter</i> 5	Yes – Merton Partnership Against Crime (MPAC) Strategy for dealing with Racially Motivated Crime and Racial Incidents Panel is developing a common reporting and recording form for all third party reporting.	<ul style="list-style-type: none"> • New Common Monitoring made available by January covering the cost of printing • The Racial Incidents Panel report analysing the incidents (origin of suspects and victims etc) and also analysed concluded in the year (e.g. of insufficient evidence on • Training needs to be provided procedures when finalised
8. Does the council/department monitor the percentage of racial incidents that were the subject of subsequent action? <i>Relevant Chapter</i> 5	Yes – Housing Department collates information. Aggressive Incidents reporting form now copied to Equalities Policy Officer (incidents involving staff). Racial Incidents Panel monitors action on racially motivated crime.	<ul style="list-style-type: none"> • Each department should report results to RIP and Equalities
9. Do members of the multi-agency panel receive adequate victim support training? <i>Relevant Chapter</i> 8	Yes – Victim Support is a member of MPAC, MAGRAH and Racial Incidents Panel. Victim Support Merton currently fulfils this training function. All volunteers at Victim Support Merton are highly trained and over 30% are of ethnic minority origin. Training will be provided for third party reporting centre staff and volunteers, subject to funding.	
10. Does the council provide facilities to ensure that racial incidents can be reported 24 hours a day? <i>Relevant Chapter</i> 5	Yes – incidents can be reported to agencies 9 a.m. – 5 p.m. and to the police on a 24 hour basis. Negotiations are underway with MASCOT Community Alarms to provide an alternative 24 hour reporting service.	<ul style="list-style-type: none"> • Subject to negotiations be promoted as Merton’s
11. Does the council encourage black, Asian and ethnic minority community groups to prevent and record racist incidents and complaints and support the victims of racial harassment? <i>Relevant Chapter</i> 5	Yes – a number of groups involved in third party reporting of incidents to the police, Victim Support and the council. JCC and EMC involvement in MAGRAH and Racial Incidents Panel.	
Best Value:		

Performance Indicator	Evidence To Date/Gap Analysis	Suggested Action Required
17. Does the council/department have guidelines for ensuring that effective and appropriate translation and interpreting facilities are provided? <i>Relevant Chapter</i> 4	Yes – Merton Translation Service provides this facility. Guidelines for using the service have been produced. Training is also available on using interpreters.	<ul style="list-style-type: none"> • Front line staff existing and on Using Interpreters.
18. Does each service area produce an analysis of what the service achieves for black, Asian and ethnic minority people as well as what it provides? <i>Relevant Chapter</i> 4	Not at the moment. Linked to P.I. 16 above. The need is for fair treatment with acknowledgement of cultural/linguistic needs	Please see P.I. above
19. Is all key publicity about services published in community languages and appropriate media? <i>Relevant Chapter</i> 4	Yes – summaries are available in community languages on request e.g. Best Value Performance Plan. And key documents are translated e.g. Corporate Complaints System.	
Customer satisfaction and complaints:		
20. Does the council monitor the percentage of black, Asian and ethnic minority citizens satisfied with the overall service provided by their authority? <i>Relevant Chapter</i> 3	Yes – satisfaction of ethnic minority people measured and compared with white population in annual residents’ opinion survey. Also Residents’ Panel will pick up issues.	
21. Does the council monitor the percentage of black, Asian and ethnic minority citizens making complaints who are satisfied with the handling of those complaints? <i>Relevant Chapter</i> 3	Not yet, but this is planned for the next print run. Corporate Complaints Procedure is being reviewed – will be completed by March 2001.	Recommendation <ul style="list-style-type: none"> • That complaints are monitored

Performance Indicator	Evidence To Date/Gap Analysis	Suggested Action Required
32. Has the council committed resources to support the capacity-building of black, Asian and ethnic minority voluntary sector community groups, organisations and businesses in proportion to their representation in the local community? <i>Relevant Chapter</i> 9	Some capacity building through ESF and training organised by Merton Voluntary Services Council for voluntary organisations.	Recommendation <ul style="list-style-type: none"> Merton Council committed to secured funding towards voluntary and community representation in the p
33. Does the council provide consistent and focused support for local initiatives and/or community and voluntary organisations to promote cultural diversity, address racism and prevent racial harassment? <i>Relevant Chapter</i> 9	Yes – funding for Merton Racial Equality Partnership, Victim Support Merton, Minority Arts & Community Development Officer, Library Collections in different languages and organise the annual Multi Agency Group on Racial Attacks & Harassment Conference.	<ul style="list-style-type: none"> The level of support co monitoring.
34. Are black, Asian and ethnic minority people and voluntary groups involved in community and area based initiatives such as employment, health and education zones and the New Deal for Communities? <i>Relevant Chapter</i> 9	Yes – they are involved in Pollards Hill SRB, ESF, Crime and Disorder partnership initiatives, etc. Merton is not an employment, health or education zone, nor is it a New Deal for Communities Borough. 50% or more of New Deal clients are from black or ethnic minority backgrounds.	
Codes of conduct:		
35. Does the council's local code of conduct for members and for officers include a commitment to making racist language or behaviour a disciplinary matter? <i>Relevant Chapter</i> 9	Yes – the Code of Conduct for Officers discusses racist discrimination and refers to the disciplinary procedure. For Members, the Code demands appropriate behaviour, use of appropriate language and is strongly anti-racist.	
36. Does the council's whistle-blowing policy include measures to encourage the reporting of racist incidents and harassment? <i>Relevant Chapter</i> 5	The Council's whistle-blowing policy refers readers to the procedures in the Code of Conduct if a person wishes to report a racist incident or harassment.	Recommendations <ul style="list-style-type: none"> Recommendation that Policies, procedures and induction and training o
Contracting:		

Performance Indicator	Evidence to Date/Gap Analysis	Suggested Action Required
<p>9. Does the council/department include bilingual skills and knowledge of black, Asian and ethnic minority communities as part of the person specification in job descriptions where they are relevant, and use the Race Relations Act where appropriate?</p> <p>Relevant Chapter 7</p>	<p>Yes – e.g. Education Ethnic Minority Achievement Project/Social Workers vacancies.</p>	
<p>10. Does the council/department organise campaigns targeted towards black, Asian and ethnic minority people to provide information about the range of jobs and careers available in the council in areas where they are under-represented?</p> <p>Relevant Chapter 7</p>	<p>Yes - Only within the available human and financial resources e.g. Career Training and Awareness Day 26th April 2000.</p>	
<p>11. Does the council/department organise recruitment fairs in appropriate locations such as community organisations, centres and schools?</p> <p>Relevant Chapter 7</p>	<p>No – Civic Centre only. However, Job News is circulated to all establishments and libraries, etc. and vacancies are advertised on the Internet. From the monitoring figures, there is evidence that the Council is reaching Ethnic minority applicants.</p>	
<p>Career development for black, Asian and ethnic minority staff:</p>		
<p>12. Does the council monitor development opportunities by ethnicity to ensure that black, Asian and ethnic minority employees are accessing and benefiting equally from training and development opportunities?</p> <p>Relevant Chapter 8</p>	<p>No, some departments are however monitoring this. From next year we will be introducing a Human Resources computer system which will assist in Equal Opportunities monitoring. Monitoring will be subject to advice regarding the Data Protection Act.</p>	<p>Recommendation</p> <ul style="list-style-type: none"> • We should recommend opportunities take up a

Performance Indicator	Evidence to Date/Gap Analysis	Suggested Action Required
13. Does the council provide positive action training and development initiatives for black, Asian and ethnic minority staff, where needed, to achieve a fully representative and capable workforce? <i>Relevant Chapter</i> 8	No positive action training takes place at the moment, but in the past it has within Housing Dept. If we find from the monitoring that disadvantage groups are not getting access to development opportunities then positive action initiatives will be introduced.	Recommendation <ul style="list-style-type: none"> Positive action training under representation. for monitoring and sup
14. Does the council/department have a fast-track management development programme for black, Asian and ethnic minority employees? <i>Relevant Chapter</i> 8	No fast-track management development programme, but management development programme includes 20% from ethnic minority employees	
Organisational development:		
15. Has the council reviewed all of its training and development opportunities to ensure that there is a consistent strategy to incorporate race equality issues throughout the training provided? <i>Relevant Chapter</i> 8	Yes – will be producing an annual report. Will be more comprehensive as soon as the HR system is in place.	
16. Are all staff made aware of their responsibilities in implementing the race equality policy? <i>Relevant Chapter</i> 8	Yes, reinforced on the individual’s induction programme, recruitment and selection, some appraisals. Also, we run courses in managing diversity, customer care, essential management and management development programmes. This does depend on individual managers.	
17. Do the job descriptions and performance appraisals of all managerial staff include racial equality competencies? <i>Relevant Chapter</i> 7	No. The Council does not have any management competencies, but if and when they are developed, racial equality will need to be addressed.	
18. Has the council reviewed all of its management competencies to ensure that they refer to racial equality issues if appropriate? <i>Relevant Chapter</i> 7	See P.I. 17 above	

Performance Indicator	Evidence to Date/Gap Analysis	Suggested Action Required
<p>19. Does the council/department make provisions for black, Asian and ethnic minority staff or workers’ support groups to feed into corporate and departmental policy development?</p> <p>Relevant Chapter 7</p>	<p>For some departmental policies, members of the Black Workers Group in the Environmental Services Department and Housing & Social Services are consulted. There is no Corporate Black Workers Group.</p>	<p>Recommendation</p> <p>That a Corporate Black Work</p>
<p>Anti-racism and racial equality training:</p>		
<p>20. Does the council have explicit objectives for anti-racism and racial equality training which are linked to the aims of the authority or department?</p> <p>Relevant Chapter 8</p>	<p>No. But the Panel’s recommendation is that this training is specific to individual jobs and linked to departmental service provision.</p>	<p>Recommendation</p> <ul style="list-style-type: none"> • Training should have “exp be specific to individual’s Council service provision.
<p>21. Are black, Asian and ethnic minority people (e.g. staff, members, consultants and representatives of the local black, Asian and ethnic minority community) involved in designing, commissioning, tendering for or providing anti-racism and racial equality training?</p> <p>Relevant Chapter 8</p>	<p>Not as a matter of course. The Equality Officer has been involved in commissioning or reviewing some equalities training.</p>	<p>Recommendation</p> <ul style="list-style-type: none"> • That the Council involves designing and commissioning practicable consult with E subject. Ideally we should involved in the provision c
<p>22. How is this training evaluated?</p> <p>Relevant Chapter 8</p>	<p>Evaluation is mainly through trainees’ evaluation questionnaires. Qualitative evaluation needs to happen.</p>	<p>Recommendation</p> <p>That future race equality train systematic approach.</p>
<p>23. Do managers and members receive mandatory training to prevent and challenge racial discrimination, harassment, prejudice and inappropriate behaviour?</p> <p>Relevant Chapter 8</p>	<p>Not at the moment, but the Panel should recommend this</p>	<p>Recommendation</p> <ul style="list-style-type: none"> • That arrangements are m and challenge racial discr inappropriate behaviour a

Performance Indicator	Evidence to Date/Gap Analysis	Suggested Action Required
<p>24. Do members of staff who work with black, Asian and ethnic minority families receive mandatory training to ensure that: a)they are aware of the impact of racial harassment and discrimination on the lives of these families; b) they treat these clients appropriately, professionally, with respect and according to their needs?</p> <p>Relevant Chapter 8</p>	<p>No, not mandatory for all jobs. It is mandatory where the job requires it for example within Social Services.</p>	<p>Recommendation</p> <ul style="list-style-type: none"> • That arrangements are made as far as practicable, for staff who work with these clients to ensure that: <ul style="list-style-type: none"> a) they are aware of the impact of racial discrimination on the lives of these clients b) they treat these clients appropriately and according to their needs
Employee relations:		
<p>25. Has the council/department adopted the Lawrence Inquiry definition of a racist incident as a starting point for investigation cases of racial harassment and discrimination in its disciplinary or harassment procedure?</p> <p>Relevant Chapter 5</p>	<p>The Racial Incidents Panel and the Police have adopted this definition. The Aggressive Incidents form has been amended to reflect this definition. The Panel is recommending that this definition is adopted throughout the Council.</p>	<p>Recommendation</p> <ul style="list-style-type: none"> • See P.I. 4 under ‘Addressing Racism’
<p>26. Does the council provide mandatory training to all managers and supervisors on this policy?</p> <p>Relevant Chapter 8</p>	<p>No, will provide briefings for managers and supervisors.</p>	<p>Recommendation</p> <ul style="list-style-type: none"> • That arrangements are made as far as practicable, for managers and supervisors on this policy
<p>27. Does the council/department monitor grievance, disciplinary and harassment cases annually to identify and remove barriers to implementing racial equality, valuing cultural diversity and equal opportunities policies?</p> <p>Relevant Chapter 5</p>	<p>Yes – this year we intend to monitor grievances for the first time. Disciplinary cases have been monitored for some time. Monitoring will be subject to advice from the Data Protection Officer.</p>	
<p>28. Does the authority investigate whether complaints of racial discrimination and/or harassment by staff are under-reported?</p> <p>Relevant Chapter 5</p>	<p>No – this will be identified by the Staff Survey by the end of March 2001.</p>	

Performance Indicator	Evidence to Date/Gap Analysis	Suggested Action Required
29. Does the council's disciplinary procedure include racist behaviour as an example of conduct which may result in dismissal without notice? <i>Relevant Chapter</i> <i>7</i>	No. The disciplinary Procedure is currently under review. Penalties for racist behaviour will be considered as part of that review in light of best practice.	

DEPARTMENTAL ISSUES:

Performance Indicator	Evidence To Date/Gap Analysis	Suggested Action Required
Education:		
1. Does the LEA make an annual assessment of black, Asian and ethnic minority pupil performance? <i>Relevant Chapter</i> 6	Yes in effect. The LEA now has 60% of ethnic minority data which can be measured against pupils’ performance at Key Stages 2 and 4. This will be completed soon and will give attainment by ethnicity for all pupils.	Recommendation That the LEA make an annual assessment of ethnic minority pupil attainment as s
2. Do schools record the number of pupils permanently excluded during the year (primary and secondary) by ethnicity and gender? <i>Relevant Chapter</i> 6	Schools record their permanent exclusions by ethnicity and gender. This information is also collated by the LEA in the annual report to Elected Members. The LEA monitors exclusion by gender and ethnicity on a weekly basis for permanent and fixed period exclusion. This has reduced but fixed term exclusions have risen.	
3. Do schools have a strategy to reduce any over-representation of black, Asian and ethnic minority groups within these figures? <i>Relevant Chapter</i> 6	This is a key issue for the LEA and schools. A member of staff, funded through the City Parochial Foundation, has been appointed to work for three years part-time to develop a programme of mentoring for pupils at risk of exclusion. This post is line-managed by the Merton Education Business Partnership and works closely with voluntary agencies.	Recommendations <ul style="list-style-type: none"> • That the LEA urges schools to... • That the LEA considers e... the FAME and JIGSAW p... needing access these ser...
4. Does the LEA regularly review strategies adopted by schools to value cultural diversity, prevent racial incidents (including bullying) and deal effectively with those that occur? <i>Relevant Chapter</i> 6	The LEA works closely with schools to review strategies through the Social Inclusion Working Group and through individual project work in schools. This area of work will also form part of the monitoring procedures for the use of the Ethnic Minority Achievement Grant to schools for 2000/2001 academic year.	See Recommendation on P...
5. Are teachers trained to deal with racist incidents? <i>Relevant Chapter</i> 6	During 1999/2000 issues of black cultural identity were raised through three specific training sessions. Specific training for dealing with racist incidents will take place from September 2000 to support the review of the Race Equality Guidelines. The Race Equality Guidelines provide specific guidance to deal with racial incidents.	

Performance Indicator	Evidence To Date/Gap Analysis	Suggested Action Required
<p>6. Do schools monitor the number of reported racial incidents by ethnicity and religion?</p> <p><i>Relevant Chapter</i> 6</p>	<p>Schools are asked to use the reporting forms in the Race Equality Guidelines. However, the review of the Guidelines will question the implementation of the reporting form. The exclusions monitoring form identifies those exclusions for racial incidents.</p>	<p>Recommendation</p> <ul style="list-style-type: none"> • That schools should be re incidents and report these
<p>7. Are all recorded incidents reported to the pupil’s parents/guardians, school governors and the LEA?</p> <p><i>Relevant Chapter</i> 6</p>	<p>This is the responsibility of the school. The LEA is currently only monitors those recorded via the exclusions route. Schools could be asked to record and report incidents to parents/guardians and governors. Information recorded by schools should be passed to the Council and the Police for necessary action.</p>	<p>Recommendation</p> <ul style="list-style-type: none"> • That schools should be re incidents and report these governors and the LEA
<p>8. Do schools record the percentage of racial incidents that were the subject of subsequent action?</p> <p><i>Relevant Chapter</i> 6</p>	<p>This would be seen as good practice and will be further examined during the review of the guidelines and also through the Ethnic Minority Achievement Grant monitoring visits.</p>	<p>Recommendation</p> <ul style="list-style-type: none"> • That schools should recor were the subject of subse
<p>9. Does the LEA monitor the percentage of black, Asian and ethnic minority children under five who are in education in relation to their proportion of the local population?</p> <p><i>Relevant Chapter</i> 6</p>	<p>This has not been undertaken to date is under consideration for the monitoring of all admissions to nursery classes. It will be also taken forward through the Early Years Development and Childcare Plan in order to identify the admissions to the private and voluntary sector.</p>	<p>Recommendation</p> <ul style="list-style-type: none"> • That the LEA monitors the minority children under five proportion of the local pop
<p>10. Does the youth service monitor the take-up of facilities by ethnic origin?</p> <p><i>Relevant Chapter</i> 6</p>	<p>Yes. Data on ethnicity of clients is being collected by the Youth Service and voluntary sector organisations commissioned to provide youth work. This data will be analysed at the end of the 1999/2000 academic year. (Results to be added in due course)</p>	<p>Recommendation</p> <p>That the Youth service monit</p>
<p>11. Has the council adopted the CRE Standard for Youth?</p> <p><i>Relevant Chapter</i> 6</p>	<p>The CRE Standard for Racial Equality in Services Working for Young People has considerable resource implications for Merton’s service, which is working at the lowest level of resourcing nationally. Many of the elements of the Standard are already adopted as good practice and other areas will be</p>	<p>The Panel has concerns re Youth Services in Merton.</p>

Performance Indicator	Evidence To Date/Gap Analysis	Suggested Action Required
	adopted when resources allow. There are particular resource implications with the level of survey work suggested.	
12. Are schools encouraged to monitor complaints by ethnicity and make regular reports to governing bodies and parents? <i>Relevant Chapter</i> 6	Merton’s Race Equality Guidelines for schools say schools should record and monitor all racial incidents. The Guidelines are being revised to advise schools that, in addition, complaints should be monitored by ethnicity and reported regularly to the governing body.	Recommendation <ul style="list-style-type: none"> • That the LEA should encourage governing bodies and par
13. Is there an independent complaints arrangements with independent support offered to parents through advocacy? <i>Relevant Chapter</i> 6	Parents have access to the LEA Appeals and Complaints Officer for advice on complaints procedures. The LEA works in conjunction with the voluntary sector for general advocacy issues, but not specifically for complaints. This is something we are considering for future action.	Recommendation <ul style="list-style-type: none"> • That the LEA considers a support for parents
Environmental services:		
14. Does the department have a policy to remove racist graffiti within 24 hours? <i>Relevant Chapter</i> 5	No. Reports of racist graffiti on or visible from the highway are very few. The target is to inspect all reported locations within 24 hours and remove, where we have the powers, within 48 hours of inspection. The policy is implemented differently by different departments. MPAC feels that as graffiti impacts on people’s fear of crime, it should be removed quickly.	Recommendation <ul style="list-style-type: none"> • That the Council Graffiti R possible.
15. Does the department monitor and analyse the take-up of housing renovation grants by ethnicity? <i>Relevant Chapter</i> 4	Yes. All applicants are sent ethnic monitoring forms and around 60% are returned. Monitoring indicates that applicants from ethnic minority groups receive broadly proportionate levels of grants compared to white applicants.	
16. Does the department provide training in community languages on food hygiene issues? <i>Relevant Chapter</i> 8	Yes. Food hygiene courses are conducted bi-monthly in English and are arranged in a number of other languages as demand requires. For example, recent courses have been held in Bengali and Tamil. Written advice and guidance is given during visits and inspections and is available on request in seven different languages.	

Performance Indicator	Evidence To Date/Gap Analysis	Suggested Action Required
17. Do all staff receive training to be alert to potential racist motivation in matters such as neighbour disputes, planning applications, complaints, etc? <i>Relevant Chapter</i> 8	Yes. A training programme in equalities awareness is in progress for all staff in Environmental Services. To date, 218 members of staff have received the training and the programme for office based staff should be completed by June 2000. A training programme for street based staff e.g. drivers, street cleaners, refuse collectors, is planned to commence in July 2000.	
Finance department:		
18. Does the department monitor and evaluate the following by ethnicity: council tax, business rates and housing benefit? <i>Relevant Chapter</i> 4	Yes - annual surveys for each area to include ethnic classification to enable detailed monitoring to take place – to be in place by August 2000, with evaluation in October 2000	
	. For Housing Benefit and Council Tax Benefit – survey is now sent with all new applications to include ethnic classification.	
Housing department:		
19. Does the department follow the CRE's Code of Practice in Rented Housing? <i>Relevant Chapter</i> 4	Yes.	
20. Does the department monitor the percentage of allocations to black, Asian and ethnic minority households by different categories of properties? <i>Relevant Chapter</i> 4	Yes.	
21. Does the department monitor the percentage of households seeking acceptance as homeless by ethnicity? <i>Relevant Chapter</i> 4	Yes.	

Performance Indicator	Evidence To Date/Gap Analysis	Suggested Action Required
22. Does the department encourage tenants’ and residents’ organisations to implement an effective racial equality and equal opportunity policy. <i>Relevant Chapter</i> 4	Yes, but to little effect. However, Housing & Social Services have set a target for a substantial increase by 2001.	
Legal services:		
23. Does the department evaluate the effectiveness of legal action that it takes in 24. response to racial harassment cases? <i>Relevant Chapter</i> 4	The Legal Division evaluates the effectiveness of Legal action taken in response to racial harassment cases through analysis of the result and any lessons learned in each case. The main areas giving rise to consideration of racial harassment allegations are Employment and Housing Law. The Lawyer conducting the case and the relevant Team Manager consider the effectiveness of legal action at every stage of development of a particular case. Legal Services considers with the client department any lessons that can be learnt once a matter has concluded. The Council has a good record in developing legal responses to allegations of racial harassment.	
Leisure services and community development:		
25. Does the department monitor users of libraries, arts, museum and heritage, leisure and theatre amenities and people participating in events and festivals by ethnicity? <i>Relevant Chapter</i> 4	Use of libraries is monitored by ethnicity via membership forms and the Public Library User Survey (PLUS). This monitoring will be extended to outreach activities and community events, as is the case with the Arts Service. Monitoring will be repeated annually.	

Performance Indicator	Evidence To Date/Gap Analysis	Suggested Action Required
26. Is this information evaluated to identify the extent to which racism and perceived cultural barriers play a part in any low take-up of cultural and community services and facilities by black, Asian and ethnic minority people? <i>Relevant Chapter</i> 4	Yes. This information is evaluated by the libraries service to improve service delivery to black communities. The use of individual libraries (monitored by membership forms) and the satisfaction of users (measured by PLUS) is fed into service improvement plans and the Annual Library Plan and targets are set to increase usage and remove barriers. The Arts Service also evaluates this information and supplements it with consultation days, etc. in order to better focus service delivery.	
27. Does the department monitor the number of sessions, events and/or venues specifically targeted to meet the needs of black, Asian and ethnic minority people? <i>Relevant Chapter</i> 4	Yes. The library service monitors the number of events etc. targeted at black communities e.g. the African Caribbean reading group. Some of these events are joint libraries/arts activities.	
28. Does the department monitor its financial support for black, Asian and ethnic minority arts and theatre productions, community groups and youth projects? <i>Relevant Chapter</i> 4	Yes. In 1999/2000 over 38% of Community Arts Grant budget was allocated to minority groups.	Need to monitor how grants a
Planning and the environment:		
29. Does the department monitor household planning applications by ethnicity? <i>Relevant Chapter</i> 4	Yes. Low level of inclusion of monitoring information. The department will need to chase up applicants to complete monitoring information.	
30. Does the department monitor commercial planning applications by ethnicity? <i>Relevant Chapter</i> 4	Yes. Low level of inclusion of monitoring information. The department will need to chase up applicants to complete monitoring information	
Social services:		
31. Does the department recognise racial harassment as a child protection issue? <i>Relevant Chapter</i> 4	Yes. This does not mean that children being racially harassed would be put on the child protection register. However, The Area Child Protection Committee would be asked to look at incidents where there is persistent racial harassment of a number of children.	

Statutory Citizen Charter Performance Indicators relating to Race

1999/00 (currently being audited by District Audit)

- A3 The answer to these questions
- A3a Does the Authority have a comprehensive published policy to provide services fairly to all sections of the community
Yes/No
- A3b Does the Authority formally monitor how it carries out this policy?
Yes/No
- A3c Does the authority:
- (i) Follow the Commission for Racial Equality and Equal Opportunities Commission and Disability Discrimination Act 1995 codes of practice?
Yes/No
 - (ii) Carry out formal monitoring of its employees with respect to equal opportunities?
Yes/No
- A4 Has the Authority adopted the Commission for Racial Equality's Standard for Local Government?
Yes/No
- B4 Does the Authority follow the Commission for Racial Equality's code of practice in rented housing?
Yes/No

2000/01 (currently being collated within departments and performance will be published in the Best Value Performance Plan)

- BVPI 2 The Level of the Commission for Racial Equality's 'Standard for Local Government' to which the authority conforms.
- BVPI 17 Minority ethnic community staff as a percentage of the total workforce
- AC – A2a The number of racial incidents recorded by the authority per 100,000 population

AC – A2b The percentage of racial incidents that resulted in further action

BVPI 60 (social services)

Users/carers who said that matters relating to race, culture or religion were noted.

AC – D1 Does the authority follow the Commission for Racial Equality’s code of practice in rented housing?

Satisfaction Survey Performance Indicators

BVPI 3 The percentage of citizens satisfaction with the overall service provided by their authority

BVPI 4 The percentage of those making complaints satisfied with the handling of those complaints

BVPI 89 Percentage of people satisfied with cleanliness standards

BVPI 90 Percentage of survey respondents expressing satisfaction with Recycling Facilities, Household Waste Collection and Civic Amenity Sites.

BVPI 103 Percentage of users satisfied with local provision of public transport information

BVPI 104 Percentage of user satisfied with local bus services

BVPI 119 The percentage of residents by targeted group satisfied with the local authorities cultural and recreational activities

BVPI 174 Satisfaction of tenants of council housing with the overall service provided by their landlord

BVPI 175 Satisfaction of tenants of council housing with opportunities for participation in management and decision making in relation to housing services provided by their landlord

BVPI 80 User satisfaction survey covering issues of accessibility, staffing issues (helpfulness etc.) and communications/information (understandability etc.)

BVPI 111 Percentage of applicants satisfied with the service received

BVPI 118 The percentage of library users who found the books/information they wanted or reserved it, and were satisfied with the outcome

All satisfaction surveys must have the following Social subgroups as part of the questionnaire.

Ethnicity To which of these groups do you consider you belong?

- a. **White**
British
Irish
Any other White
Background (please write in)
- b. **Mixed**
White and Black Caribbean
White and Black African
White and Asian
Any other mixed background (please write in)
- c. **Asian or Asian British**
Indian
Pakistani
Bangladeshi
Any other Asian background (please write in)
- d. **Black or Black British**
Caribbean
African
Any other Black background (please write in)
- e. **Chinese or Other ethnic group**
- f. **Other** (please write in)

Gender Are you male or female Male/Female

Age What was your age on your last birthday

Employment Which of these activities best describes what you are doing describes what you are doing at present (please tick one only – only tick 'looking after the home' if this is your main activity and none of the other options apply)

1. Employee in full-time Job (30 hours plus)
2. Employee in part-time Job (under 30 hours)
3. Self employed full or Part-time
4. On a government Supported training Programme
5. Full – time education at school, college or university
6. Unemployed and available for work
7. Permanently sick/disabled
8. Wholly retired from work
9. Looking after the home
10. Doing something else (please write in)

**Occupation/
Social Class** What is/was your occupation? Please write in

Disability Do you have any long standing illness, Disability or infirmity? Yes/No

Does this illness or disability limit your Activities in anyway Yes/No

2001/02 (being consulted on at present)

BVPI 2 The level (if any) of the Commission for Racial Equality’s standard for local government to which the authority conforms

BVPI 17 The percentage of employees from minority ethnic communities within the best value authority’s workforce compared with the percentage of the minority ethnic community population in the authority area

BVPI 60 Carers/users who said that matters relating to race, culture or religion were noted

BVPI 164 Does the authority follow the Commission for Racial Equality’s code of practice in rented housing

BVPI 174 The number of racial incidents recorded by the authority per 100,000 population

BVPI 175 The percentage of racial incidents that resulted in further action

APPENDIX 6

MERTON PUPIL ATTAINMENT 1999/2000 ACADEMIC YEAR

Question : TARGETS

What were the levels of achievement of the main ethnic groups in **summer 1999** ?

N.B. The information on achievement relates to the sample of pupils whose ethnicity is known. The LEA has in place a strategy to provide complete collection of information on ethnicity. Currently, the Key Stage 2 (KS2) results are based on a sample of 51% and the Key Stage 4 (KS4) on a sample of 68%. As the sample averages are higher than the Merton averages generally it is clear that there exists a margin of error, and that the high scores recorded for some of the smaller ethnic groups could be misrepresentative of the average Merton achievement of that group.

The information on projected achievement accounts for this by reflecting the differences in achievement shown this year. The projections for some of the ethnic groups are lower than the actual achievement recorded this year. It should be recognised that the actual achievement of the sample, especially for the smaller groups, may be unrepresentative. Thus, the targets in this document operate within the agreed Education Development Plan targets while reflecting the observed differences in the sample.

ethnic MINORITY GROUPS	KS2 pupils	GCSE PUPILS	KS2 ENGLISH TEST %L4+	KS2 MATHS TEST % L4+	5+A*-C EQUIVALENT	AT LEAST 1 A* TO G (OR EQUIVALENT	AVERAGE POINTS SCORE PER PUPIL
White	581	710	74.4%	70.2%	36.2%	98.6%	34.0
Black-Caribbean	41	48	61.0%	61.0%	25.0%	100.0%	27.3
Black-African	49	57	61.2%	55.1%	24.6%	100.0%	30.1
Black-Other	39	47	61.5%	53.8%	34.0%	100.0%	33.1
Indian	26	49	88.5%	96.2%	57.1%	100.0%	43.0
Pakistani	20	24	70.0%	70.0%	62.5%	95.8%	37.0
Bangladeshi	15	13	73.3%	53.3%	46.2%	100.0%	35.5
Chinese	7	6	85.7%	100.0%	100.0%	100.0%	52.5
Travellers			%	%	%	%	
Any other ethnic minority group	69	68	82.6%	84.1%	51.5%	100.0%	40.0
LEA Average			68.6%	67.5%	38.5%	91.9%	33.2
LEA Sample average			73.3%	69.3%	36.6%	98.5%	33.6

The Standards Fund 2000-2001 Merton LEA

WORKFORCE MONITORING – as at 22nd May 2000

ETHNICITY	GRADE									
	Chief Officers		Principal Officers		Senior Officers		Scale 1-6		Manu Worke	
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Fe
White	12	9	183	127	78	94	117	388	206	
White Irish			5	6	4	5	5	27	4	
Black African	1		2	2	3		5	8	5	
Black Caribbean			3	10	4	8	12	20	8	
Black Other				4	2	1	3	5	2	
Indian	1		3	1	3		3	8	5	
Pakistani	1			1	1	1	3	6		
Bangladeshi					1					
Chinese			2							
Tamil			1				1	7	2	
Other			9	5	3	5	3	13	5	
Not Known				1				2	5	
No Ethnicity	3	1	21	16	8	15	33	56	66	
TOTAL	18	10	229	173	107	129	185	540	308	

APPENDIX 8

EXTRACT OF POLICE BEST VALUE PERFORMANCE PLAN RELATED TO RACE

MPS Mission & Vision 2000 – 2001

MPS Mission

Mission is what we do, what our core purpose is. It must be easily understood, memorable and shared by all stakeholders but especially all MPS staff. It focuses on what we do ‘now’ and is important for gaining a shared understanding of our objectives in order that we relate what we do daily to those objectives.

The Mission of the MPS is: Making London safe for all the people we serve

We :

- make places safer
- cut crime and the fear of crime
- uphold the law

Values :

- treat everyone fairly
- be open and honest
- work in partnership
- change to improve

The Mission Critical Success Factors (what the MPS has really got to do to achieve its mission) are :

- * We must all deliver high quality professional service
- * We must define our range of services and prioritise what we do.
- * We must understand issues facing us and deal with them effectively
- * We must balance corporate and local needs.
- * We must show leadership in the policing of London.
- * We must proactively manage public relations.
- * We must be highly visible to members of the public.
- * We must deliver high quality information to our staff to drive action.

MPS Vision

Vision is concerned with where we want the MPS to be within a limited time frame (about 3 years). It is a compelling picture of a desire future state. It should be used to direct change, as managers will plan work to move us towards the position the vision describes.

The Vision of the MPS is : To make London the safest major city in the world

The Vision Critical Success Factors have been confirmed as :

- * We must focus on delivering front line police services.
- * We must anticipate and respond to our customers' priorities.
- * We must gain the support and trust of all our diverse communities and partners.
- * We must show that we use our resources well.
- * We must attract, develop, motivate and retain able staff representative of the communities we serve.

Metropolitan Police Service and Ministerial Priorities

The Home Secretary has a statutory power to set objectives for policing which indicate where police forces are expected to focus their efforts and to distinguish them from the overarching aims and objectives of the police service. This year his priorities match those set by the Metropolitan Police Service as our key priorities.

In 2000/2001 the Metropolitan Police Service and Ministerial Priorities have been reduced to two, namely :

- *to reduce local problems of crime and disorder in partnership with local authorities, other local agencies and the public; and*
- *to increase trust and confidence in policing amongst minority ethnic communities*

Merton Crime and Disorder Strategy

The Merton Partnership Against Crime was formed in 1994 and is the lead strategic body responsible for our statutory obligations under the Crime and Disorder Act, 1998. Its Crime and Disorder Strategy for 1999/2002 sets out five objectives :

Objective 1 : Addressing Racially Motivated Crime

Our objective is to impact positively on racially motivated crime by developing a comprehensive approach that will ultimately lead to a reduction in the true level of racially motivated incidents.

Objective 2 : Motor Vehicle Crime

Our objective is to reduce the incident of reported motor-vehicle crimes.

Objective 3 : Higher Crime Wards

We will identify and target for action locations with the greatest crime and disorder problems. Prominence will be given to dealing with those higher-volume crimes that have the greatest adverse impact on victims: burglary, domestic violence and race crime. In partnership we will reduce crime and disorder by a combination of long and short-term strategies.

Objective 4 : The Involvement of Young People in Crime

Our objective is to reduce the involvement of young people in crime as both offenders and victims.

Objective 5 : Reducing drug and Alcohol-Related Crime

Our objective is to reduce crime and disorder related to the misuse of alcohol and illegal drugs.

<p>To increase trust and confident in policing amongst minority ethnic communities</p>	
<p>Key Activities</p>	<p>Performance Indicators</p>
<p>To extend the monitoring of standards of service provided by community safety units to victims of domestic violence and homophobic crime.</p>	<ul style="list-style-type: none"> • Achieve parity in the levels of satisfaction in the service received from police experienced by victims of racially motivated crime and victims of all other crime. • The number of racially motivated offences and racist incidents reported. • The % of reported racist incidents where further investigative action is taken and % of racially aggravated crimes detected. • The Investigative action target is 100%. • The judicial disposal rate is 15% • The number of proactive initiatives undertaken aimed at the detection or disruption of offenders for race and hate. This includes the Merton Targeted Race Crime Project.

To create a police service that is more closely representative of the community it serves.	The number of proactive recruitment initiatives undertaken by our Positive Action Team.
Stop and Search	<ul style="list-style-type: none"> • Number of PACE stop/searches of white persons per 1000 of white population and % leading to arrest. • Number of PACE stop/searches of minority ethnic persons 1000 of ethnic minority population and % leading to arrest.
To provide the MPS corporate community and race relations training, delivered by outside consultants and involving members of the local community, to all Merton police officers and civil staff by March 2001.	The number of Merton police officers and civil staff who received community and race relations training.

Merton Borough Priorities 2000/2001 – Performance at 1 July 2000	
1. To reduce local problems of crime and disorder in partnership with others	
Performance Indicators	Performance Achieved
Reduce the incidence of burglary by 2%. Achieve a judicial disposal rate of 10%.	Reduced by 16% (84 less crimes). Judicial disposal rate of 9%.
Achieve a zero growth in street crime . Achieve a judicial disposal rate of 9%.	Increased by 11% (11 more crimes). Judicial disposal rate of 11%.
Reduce vehicle crime by 8%. Achieve a judicial disposal rate of 8%.	Reduced by 14% (162 less crimes). Judicial disposal rate of 3%.
Reinforce existing effective measures and introduce new strategies to reduce offending by young persons .	Performance data awaits.
2. To increase trust and confidence in policing amongst minority ethnic communities.	
The number of racially motivated offences and racist incidents reported. Achieve a judicial disposal rate of 15%.	67 racially motivated offences and 4 racist incidents reported. Judicial disposal rate of 12.5%. The remaining performance data

	awaits.
Stop and Search	Performance data awaits
Other Areas – Merton Borough Performance at 1 July 2000	
Violent crime	Increased by 4% (30 more crimes). Judicial disposal rate of 16%
All notifiable crime	Reduced by 4% (193 less crimes). Judicial disposal rate of 12%.
Drugs – achieve a judicial disposal rate of 10% for supply of controlled drugs and possession with intent to supply.	
	All other performance data awaits.

APPENDIX 9

MACPHERSON SCRUTINY PANEL

DOCUMENTS CONSIDERED BY THE PANEL

Title	Produced By
Folder of Evidence Folder of Evidence Folder of Evidence Folder of Evidence Folder of Evidence	Chief Executive’s Dept Financial Services Dept Environmental Services Dept Housing Department Social Services Department
<i>All folders contain comprehensive documentation and statistical information</i>	
The Stephen Lawrence Inquiry: Home Secretary’s Action Plan	
Race Relations Act 1976	
Local Government Act 1966	
The Children Act	
NHS & Community Care Act	
Crime & Disorder Act	
Citizens Charter and Best Value Performance Indicators (Local Government 1996 and 1999)	
Victim Support – Annual Statistics 1/4/99 to 31/3/2000 Support Monthly Referral Statistics Victim Support Merton – Racial Crime/Harassment Breakdown 6 month period – September 99 to March 00 Racially Motivated Crime Victims referred to Victim Support Merton IC Codes 1999 New Crimes Victim Support Merton – Scheme Profile	Victim Support
ALG Response to Macpherson	ALG
Audit Commission’s Report on Merton’s Best Value Performance Plan	Audit Commission
Merton & Sutton Community Health Council – Annual Report 99/00	Community Health Council
CRE’s Standard for Racial Equality in Local Government	CRE
The Leadership Challenge Newsletter – September 2000	CRE
Auditing for Equality	CRE
CRE’s Standard for Racial Equality in Schools – ‘Learning for All’	CRE
Code of Practice on Reporting and Recording Racist Incidents (In response to recommendation 15 of the Stephen Lawrence Inquiry)	Home Office
Managing Unauthorised Camping – A Good Practice Guide (issued October 1998 – Revision of Chapter 5)	Home Office/DETR
Local Authority Responses to the Stephen Lawrence Inquiry (June 2000)	LARRIE
One Year On: A Review of Local Authority Responses to the LGA, EO & IdeAs Initial Guidance on the Stephen Lawrence Inquiry (including LARRIE checklist)	LARRIE

Title	Produced By
LGA Response to Macpherson	LGA
The Stephen Lawrence Inquiry and Home Secretary’s Action Plan – Initial Guidance for Local Authorities (June 1999)	Local Government Association, the Employer’s Organisation and the Improvement and Development Agency
The Stephen Lawrence Inquiry Further Guidance for Local Authorities (February 2000)	Local Government Association, the Employer’s Organisation and the Improvement and Development Agency
Sick of Being Excluded	London Race, Health & Social Exclusion Commission on behalf of the Association of London Government
The Cultural Diversity & Health Strategy Action Plan for 2000/01 for Merton, Sutton & Wandsworth Health Authority	Merton, Sutton & Wandsworth Health Authority
Metropolitan Police’s Best Value Performance Plan (April 2000 to March 2001 – ‘Making Merton Safe’)	Metropolitan Police
Office for Standards in Education (OFSTED) – Inspection of Merton’s Local Education Authority – September 2000	OFSTED
Sutton Merton Traveller Education Service leaflet	Traveller Education Service
The Costs of Unauthorised Encampments	Traveller Law Research Unit, Cardiff Law School with grant support from Joseph Rowntree Charitable Trust
Merton Black Workers Group Constitution	UNISON
Stephen Lawrence Inquiry – A Guide for UNISON Negotiators	UNISON
Local Government Service Group Conference 2000 Decisions	UNISON
Racial Incidents 1999/2000 compared with 1998/1999 Recommendations	Wimbledon Police