

The Public Sector Equality Duties:

Making an Impact

November 2007

SCHNEIDER~ROSS

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Executive Summary

This research was carried out by Schneider~Ross Limited with sponsorship from the Government Equalities Office and Transport for London and support from IDS Diversity at Work.

The key drivers for the research included:

- It is over six years since the Public Sector Equality Duty was introduced as part of the Race Relations Amendment Act; and there are now three sets of duties – race, disability and gender. Based on our earlier research on the race equality duty, we thought the timing was appropriate to see how public authorities were working with the equality duties and applying the lessons they had learnt from the race equality duty.
- The recent legislation on age, religion or belief and sexual orientation also provides opportunities for public authorities to consider equality and diversity more coherently and to address cross cutting issues. We wanted to gauge how public bodies were responding to cross cutting issues; were they adopting strand specific approaches or developing single equality schemes/an integrated approach to equalities.
- A number of public authorities have shown real commitment to the Public Sector Equality Duties and have achieved outcomes both in terms of employment and service delivery. We wanted to identify these 'showcase' organisations and find out why and how their practices have led to success.

The research began in February 2007 and was completed in September 2007. The methodology included a combination of paper survey, workshops with stakeholders and in depth case studies with 8 public sector organisations.

The findings show that:

- The Public Sector Equality Duties have influenced the equalities agenda within public sector organisations. This influence is more impactful when there is lasting commitment from the leadership of the organisation and the actions are integrated as part of mainstream business.
- Many organisations have applied the lessons they have learnt from the race equality duty to support the implementation of the disability and the gender equality duties. Particularly in the context of community engagement and involvement and also when addressing employee monitoring, recruitment and development.
- Developing clarity in goals and setting realistic targets is a challenge. Organisations which have dedicated resources to support implementation and periodically assess progress and review policies, have demonstrated that the results are beneficial to achieving improvements in service delivery and people management.
- Public authorities are choosing to respond to the specific duties on developing equality schemes in a variety of ways. Some have developed strand specific equality schemes – race, disability and gender; and some have chosen to write single equality schemes. In either instance, the challenge has been to ensure that schemes reflect the business priorities of the organisation, based on an accurate assessment of requirements. Where organisations chose to develop individual schemes, there is a risk of duplication particularly in the areas of employee and community consultation. There are clear advantages when organisations do consider cross cutting strands – some of the case studies have shown that this has led to the effective use of resources, as well as the achievement of outcomes.
- The role of an equality lead is important and there needs to be clarity on what they will and will not do. Both in the case studies and the stakeholder workshops, it was discussed that this role has to be more strategic and influential, rather than merely focused on operational issues. “I am expected to write schemes, see that they are implemented, consult, do impact assessments, respond to concerns and also offer

advice. I am spread too thinly and at times it is difficult to show where I am making impact.”

We hope that the Government Equalities Office will consider the findings from this research as they take forward the proposals for the Equality Bill, and would encourage the Equality and Human Rights Commission to take into account these findings as they take forward work on the existing public sector duties. Key issues for consideration by both the Government Equalities Office and the Equality and Human Rights Commission are:

- To retain the involvement and outcome focused aspects of the equality duties.
- To emphasise the considerable role of senior leaders and their accountability in taking forward the public sector equality duties.
- To ensure that guidance is clear on procurement and how public authorities work with contractors and partners to deliver services.
- To strengthen the role of the regulatory and inspection bodies on how they assess commitment and performance on equalities, and
- To influence the implementation of impact assessments in important policy areas.

Part One: Introduction

1.1 Background and purpose of the research

The concept of a 'Public Duty' was first enshrined in equality legislation over 6 years ago in the Race Relations (Amendment) Act. The Disability equality duty followed (being enforced from December 2006) and then the Gender equality duty (being enforced from April 2007).

From our research and direct consultancy work with government departments, universities and other public authorities, we were aware that many were writing new equality schemes and thinking about how to embrace all the different equality strands – both those where they had public duties and others too (such as religious belief, sexual orientation and age) where the legislation had not yet included the notion of a public duty.

On the basis of this, we felt the time was right to conduct some research into (1) what had been learned from the race equality public duty and (2) to identify how organisations were seeking to meet the needs of the two new public duties.

At the same time, the then Women and Equality Unit at the Department for Communities and Local Government (now known as the Government Equalities Office), were taking forward the Discrimination Law Review.

It was therefore decided, with funding from Transport for London and Government Equalities Office and support from IDS Diversity at Work, to embark on a research project in February 2007.

Purposes of the research were:

- To identify and document learning from the implementation of the Public Sector Race Equality Duty (referred to as the race equality duty).

- To identify how public bodies were seeking to meet the requirements of the Public Sector Equality Duties on Gender and Disability – and other more recent legislative dimensions of diversity (age, faith, sexual orientation).
- To share and contrast effective processes for carrying out impact assessments and other ways of assessing progress.
- To identify and document benefits that public bodies are seeing as a result of implementing the public sector equality duties.

Governance

A Project Board comprising of representatives from the sponsor organisations and the Schneider~Ross research team met every 6-8 weeks to review progress and plan next steps. During the summer months, whilst pulling together our findings and drawing observations; representatives from the then three commissions – Commission for Racial Equality, Equal Opportunities Commission and the Disability Rights Commission, also contributed to the discussions.

1.2 This report

This independent report presents the outcomes of the survey and the case studies. The findings are encouraging, and it is our hope that public authorities use the findings to build on their current approaches to the public duties and make improvements where required.

The Research Team

The project was led by Anjana Nathwani, Director Knowledge and Practice at Schneider~Ross; and the research team included:

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Acknowledgements

We would like to thank Kuljit Dhillon (Government Equalities Office), Stephen Golden (Transport for London) and Gary Bowker (IDS, Diversity at Work) for their ideas, challenge and general support for the project. Their contributions have been invaluable.

Sarah Futrall (formerly Project Manager - Schneider~Ross) and Karen Lindley (Business Administration Manager – Schneider~Ross) and Susan Lewis (Team Secretary) for their meticulous project management support in bringing this project to a completion.

1.3 Methodology

There were three strands to the methodology.

- Paper Survey
- Stakeholder Workshops
- Case Studies

The Survey

A paper survey was sent out to 1,300 public sector organisations. The themes included:

- Learning from the Race Equality Duty
- Implementation of the Disability and Gender Duties
- Success Factors.

113 organisations responded. The response rate per category is outlined in the table below.

(Not answered)	Local Government	Police and Fire Services	Education	Health	Central Government	Other	Total
1%	29%	9%	14%	36%	7%	4%	100%
1	33	10	16	41	8	4	113

Table 1: Response by sector

Although the low numbers involved should be noted, where results for the two largest sectors (that is Health and Local Government) show a major difference, this has been included in the text that follows.

The organisations varied in size, in relation to the number of employees.

(Not answered)	Under 150	151-499	500-999	1,000-1,900	2,000-4,999	5,000 or more	Total
1%	3%	17%	21%	16%	25%	18%	100%
1	3	19	24	18	28	20	113

Table 2: Response by number of employees

Respondents were fairly equally split between those who served a population that included 5% or fewer ethnic minorities (50%) and those who served a population with a higher representation (43%), (the remaining 7% either did not answer or did not know):

Estimate % EM population	Don't Know	5% or less	Over 5%	(Not answered)	Total
Percentage	3%	50%	43%	4%	100
Frequency	3	56	49	5	113

Table 3: Response by estimated ethnic minority population

Results have been added together to form these two main categories (i.e., those serving populations with 5% or lower ethnic minority populations and those with higher representations) and separately analysed. Notable differences, and indeed similarities, have been highlighted in the text that follows.

Stakeholder discussions

Three working sessions were held with 33 practitioners across three locations (London, Manchester and Cardiff).

The target audience was primarily Equality and Diversity practitioners in public bodies and people who had completed the survey. The purposes of the sessions were:

- To test out the findings from the survey (primary purpose).
- An opportunity to contribute to the consultation on the proposals outlined in Discrimination Law Review consultation on proposals for a Single Equality bill.

Case studies

Eight Case Study organisations were selected for the research. The criteria for selection included:

- Representation of the different areas of the public sector (Central Government, Higher Education, Criminal Justice System, Local Government, Health Services, and the Arts).
- Demonstrable track record of successful implementation of Equality and Diversity Strategies over a period of time.
- Organisations that have implemented robust processes and achieved outcomes.
- Organisations that demonstrated improvements as a result of going through a process of learning.
- A strong commitment from senior leaders in the organisation.

The detailed case studies form Part Three of this report.

Part Two: Key Findings

2.0 What can we learn from the race equality duty?

The findings from the survey showed the learning from the race equality duty to be:

- **Implementation of the race equality public duties is increasing, but remains patchy.**
- **The legislation has increased mainstreaming and the perceived importance of race equality.**
- **87% of survey respondents have identified race equality outcomes that they want to achieve.**
- **The race equality duty is perceived to be having a positive impact therefore justifies the costs involved.**
- **Learning to carry forward includes having more of an outcome focus and moving beyond consultation towards more on-going involvement.**

2.1 Implementation is increasing, but patchy.

Back in 2002-3, when we conducted some research for the Commission of Racial Equality (see **"Towards Racial Equality"**) into the first year of the racial equality public duty, there was clearly a leading group of organisations (about a third) who were responding well to both the spirit and the letter of the law. That left two-thirds, however, who had only put the foundations in place or where very little progress had been made at all.

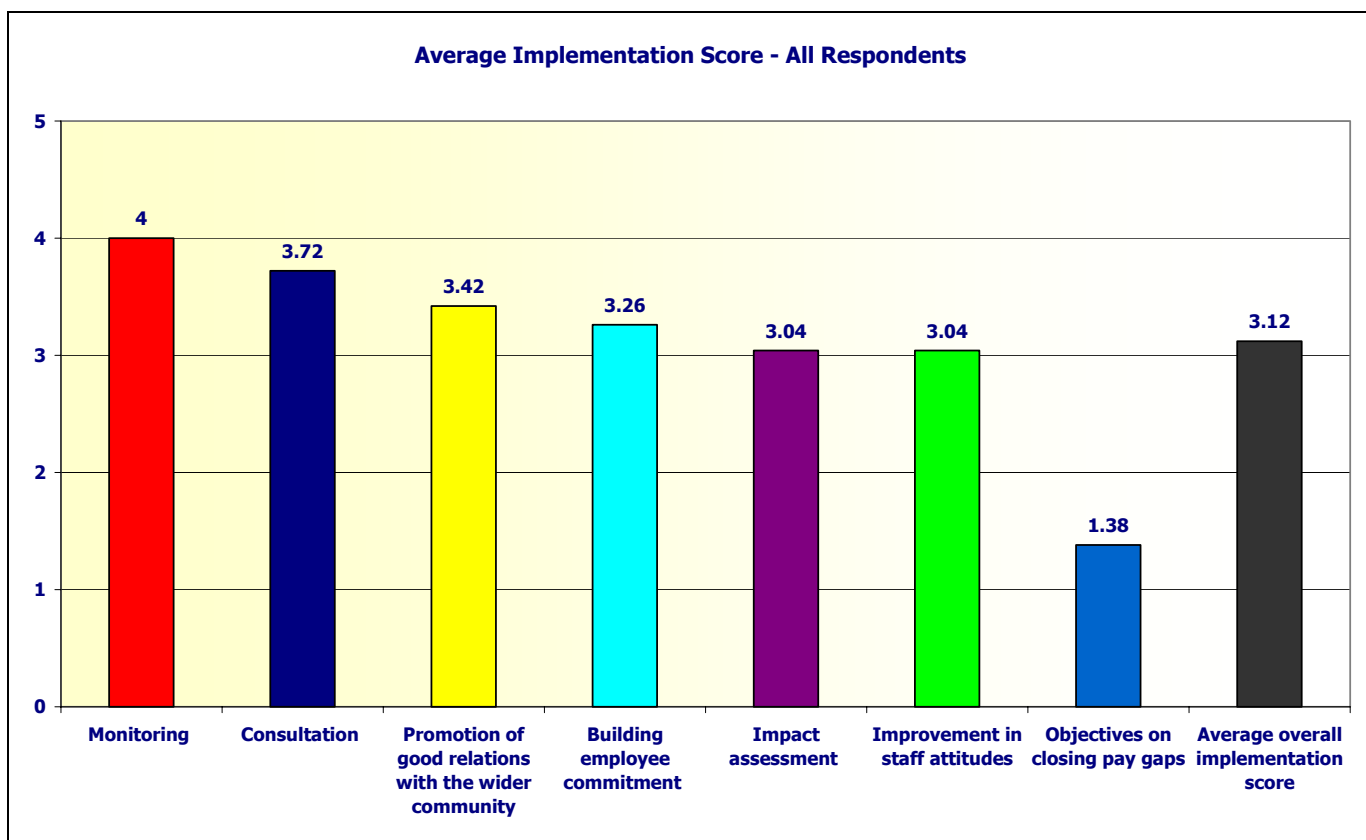
Four years later, our survey results suggest that the overwhelming majority of public bodies are seeking to implement the legislative requirements – but, of course, there is still much to be done.

The vast majority of organisations have developed a race equality scheme. Eight respondents specifically said they had not (and in one case indicated was not applicable)

and of these six had developed an equality scheme which included, but was not confined to, race. (Three of these six were from organisations with an ethnic minority population of 5% or less.)

Respondents were also asked to indicate the extent to which they had implemented different aspects of the race equality duty. Results were scored as follows: 5 points for 'fully implemented' 3 for 'partially implemented', 1 for 'will be implemented in the next 6 months' and 0 for 'no plans to implement'.

The graph below indicates the average implementation score for all respondents (if all requirements of the race equality duty had been 'fully implemented' then the score would be 5).



Graph 1: Average implementation score for race equality for all respondents

2.2 The legislation has increased mainstreaming and the perceived importance of race equality.

For us, the term 'mainstreaming' (not a universally popular phrase), is about ensuring that (say) race equality is automatically considered as part of every aspect of organisational life – for instance, about how it designs and delivers services as well as about who it employs. When race equality is fully 'mainstreamed' in an organisation, it has become part of its DNA and it is systematically built into all the core organisational processes.

The race equality duty (stimulated, of course, by a service failure in the way the police handled the tragic murder of the black teenager Stephen Lawrence), sets out a framework to aid such 'mainstreaming' of race equality. It recognises that a systemic approach is required in order to address a systemic problem (i.e., 'institutional racism').

In our experience, effective mainstreaming requires:

- Systematic review of policies and services and understanding of the potential impact of these on race equality.
- Involvement of BAME (Black, Asian and Minority Ethnic) communities and employees in reaching this understanding and to build their input into policy development, employment policies and practices, and/or service delivery processes.
- Easy to access, quality data that enables organisations to spot whether there is any adverse impact.
- Senior management commitment to close any gaps to address lack of progress that exist and active leadership in conveying this message down through the organisation.
- Regular review of progress including ways of building continuing input from BAME communities.

Our survey respondents were asked to indicate which factors had contributed to the successful implementation of the public duty on race equality:

	On Race
Production of equality scheme and regular reporting	73%
Consultation and involvement – employees/service users	63%
Quality and degree of leadership	60%
Focusing on improved service delivery	60%
Data collection/use of evidence	58%
Clarity on responsibility	54%
Prioritisation of equality objective	54%
Quality of monitoring data	51%
Processes for impact assessment	50%

Table 4: Factors contributing to successful implementation of the public duty on race equality for all respondents

Requiring organisations to have, and then report against, a race equality scheme has evidently been critical – and that can only happen if there are monitoring data and processes for consultation and impact assessment in place. 77% agreed that the race equality duty has provided an incentive for improving our monitoring processes. This figure fell to 67% for respondents from Local Government (where monitoring was perhaps already more advanced).

The public duty has clearly stimulated engagement with stakeholders around race through:

- Regular working groups (65%)
- Focus groups and surveys (57%)
- Inviting one-off submissions/comments (55%)
- Holding one-off discussions with employees (35%)

Figures for engagement with stakeholders varied for Local Government and Health – with only 48% of Local Government indicating they had engaged with stakeholders through regular working groups. Similarly fewer Local Government respondents had invited one-off submissions (39%) and the number that held one-off discussions with employees was much lower at 18%. Health sector respondents were more likely to have held regular working groups (71%) or had one off discussions with employees (44%).

As noted at the London stakeholder discussion, the voluntary sector is crucial in reaching out to the community.

All bar one respondent (so 99%) have ethnicity monitoring data for employees and 73% have it for service users as well (this figure rose to 80% in respondents from the Health sector).

It would seem that the legislation is encouraging a much more systematic evidence-based approach.

Of course, it is one thing to have data and another to use that data effectively in order to aid decision-making. Some survey respondents provide examples of good, systematic use of data. One Health sector respondent commented “Data is regularly fed back to the Equality Steering Group and is used in planning policy and service. It is used as part of the Trust’s impact assessment process”.

It appears that the strong emphasis on mainstreaming in the legislation has aided successful implementation of the race equality duty – with 60% highlighting the focus on ‘improved service delivery’ and the same percentage on the ‘quality and degree of leadership’. 83% agree that the legislation has ‘helped move race equality beyond HR policies and practices’ and 76% that ‘it has led to an increase in senior management commitment to race equality’ and for Health services improvements in service delivery has risen to 71%.

Encouragingly, respondents report that race equality has 'to a moderate extent' or more, become a part of:

- Policy design and development (87%)
- Service delivery (84%)
- Business planning process (77%)
- Allocation of resources (69%)

Whilst the figures are slightly lower for organisations where the local community has an ethnic minority population of 5% or lower (versus the UK average of 8%) – with the comparable range of responses (in the same order) 80% to 57%, the absolute levels are still encouraging. Figures also varied by sector with 90% of Health sector respondents reporting that race equality has to a moderate extent or more become part of service delivery; conversely for Local Government fewer (58%) stated that race equality had become part of the allocation of resources.

As a respondent from the Health sector stated "The health action plan enabled the development of health programmes specifically directed at eliminating health inequalities among ethnic minority groups".

This sentiment was echoed and made more general by one respondent from the Education sector who commented: "The evidence-based reporting and the need for action plans with set outcomes and responsibilities has been a significant driver for mainstreaming".

If an issue is really mainstreamed, then it needs to influence procurement policies and procedures. These days the delivery of many public functions is actually contracted out to the private sector. The legislation is clear that, in these situations, the public sector organisation has a responsibility to ensure that due regard is given to eliminating discrimination and promoting equality of opportunity in the procurement process, and that the private sector contractors can and are being asked to demonstrate their commitment to delivering equitable and fair services on behalf of the public sector.

Clearly, this is a contentious area. In 2002-3 we concluded in our research for the CRE that procurement was an under-utilised lever for change, so it is pleasing to see some progress being made in this area.

In our latest survey, respondents were asked whether they believed there they had seen an improvement in the 'commitment of contractors/partners to race equality'. 35% felt there had been, 48% felt it had stayed the same and the rest didn't know or didn't answer.

Only 17% felt that this increased commitment was not related to the implementation of the race equality duty – 26% felt it contributed to a small extent and 56% to at least a moderate extent. For example, TfL's approach recognises that appropriate accessibility measures need to be built into contracts as early as possible and have been successfully implemented in contracts for the extension of the East London Line.

The fact that organisations in the public sector are seeing some increase in commitment amongst their private contractors is, in itself, a good thing and is one contributor to the more general increase in awareness in the private sector of the need to address race equality.

In an environment where delivery of services is contracted out, of course, this increase in commitment is vital to the achievement of the service delivery outcomes that public bodies have set themselves.

2.3 Organisations are setting themselves race equality outcomes to achieve.

There is a concern that, with the strong emphasis on processes that are required to mainstream race equality, organisations may not have focused sufficiently on using those processes to set themselves some demanding, but achievable, outcome focused targets.

It is therefore, encouraging that 87% of respondent organisations identified outcomes on race that they wanted to achieve. This figure rises to 94% for Local Government (80% for Health).

Where organisations have set themselves objectives, the bullets below outline the sorts of outcomes that they are setting:

- 66% have set measurable outcomes on increased awareness and commitment across the organisation (63% Health / 67% Local Gov)
- 60% on representation in their workforce; (56% Health / 45% Local Gov)
- 50% on enhanced commitment from leaders; (54% Health / 45% Local Gov)
- 50% on engaging stakeholders in the community; (56% Health / 42% Local Gov)
- 45% on improvements in community relations and attitudes; (51% Health / 42% Local Gov)
- 41% on improved employee satisfaction/perception (46% Health / 27% Local Gov)
- 40% on improved service user satisfaction/perception; (41% Health / 30% Local Gov)
- 37% on positive changes in service outcomes (22% Health / 42% Local Gov)

This is consistent with the 81% of respondents who agreed that the race equality duty 'helped us identify priorities for action'.

Interestingly, the highest percentage (38%) indicated that improvements in service outcomes were their highest priority (which again is consistent with the boost the legislation has given to mainstreaming and taking race equality well beyond HR).

2.4 The legislation is perceived to be delivering value.

Back in 2002-3, there were already some indications that the race equality duty was having some positive impact. 69% of respondents felt this to be the case and the most cited benefit was an increase in awareness of race equality in policy making and service delivery.

Four years on, respondents are positive about the impact of the race equality duty with as many as 50% agreeing that 'it has led to a real breakthrough in how we think about race equality'. (Rising to 52% for Local Gov and 54% for Health.) This was higher for organisations in communities where they have an ethnic minority population of over 5%

(59% agreement with this statement versus 46% for respondents with an ethnic minority population of 5% or less).

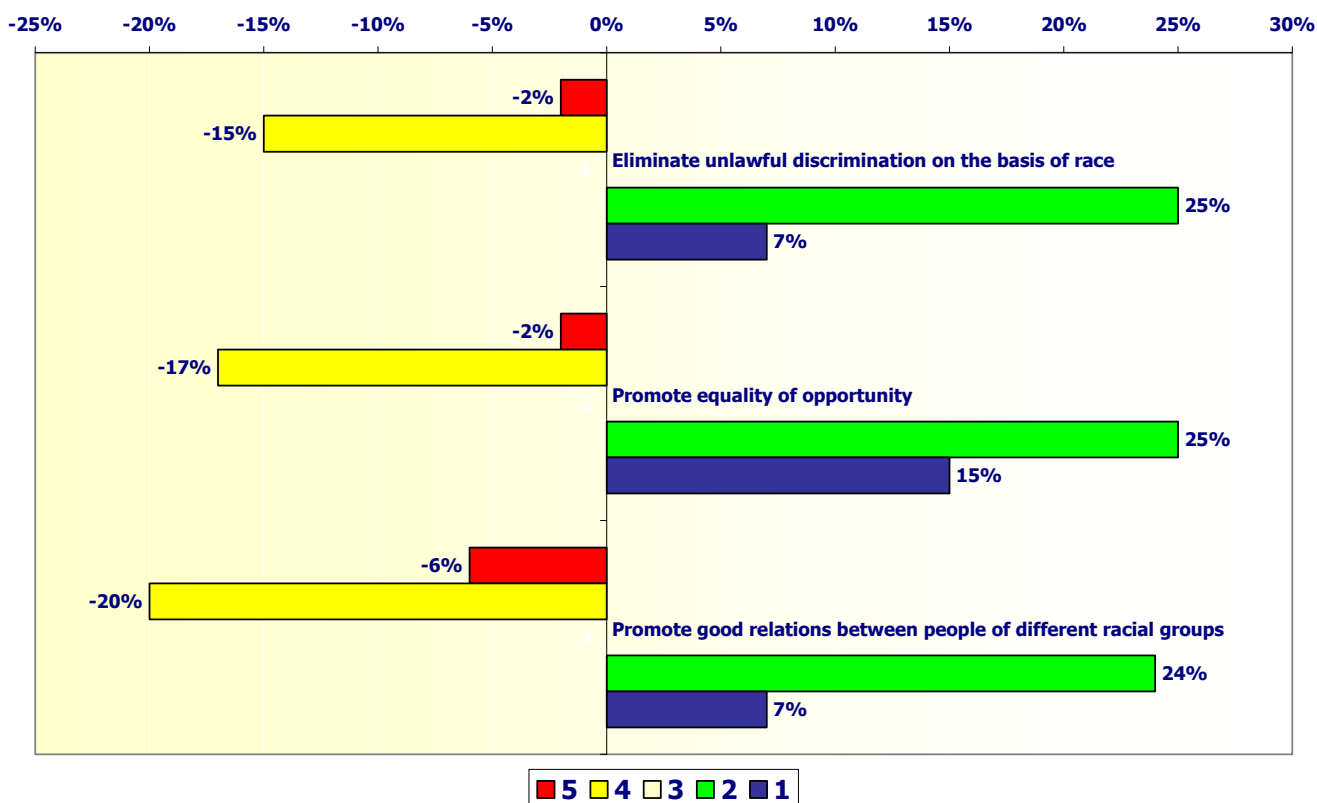
There were 20% more respondents who disagreed that 'it [the legislation] requires too much resource for the value it delivers' than agreed (43% to 23%, with 34% neither agreeing nor disagreeing).

Interestingly, only a few respondents (13) were able to indicate any of the costs involved in implementation. Therefore, it would be unwise to generalise too much from such limited data, but the figures were relatively modest:

- Staff costs £1,000 - £10,000
- External consultancy costs £6,000
- Publication costs £200 - £8,000

Taking the three limbs of the general race duty while there are some reservations, more respondents feel the legislation has been effective rather than not:

Response scale: 1 = highly effective and 5 = not at all effective



Graph 2: Extent to which legislation has been effective: All respondents

The promotion of 'good relations' has been an explicit driver for the Victoria and Albert Museum's work (described in Part Three of this report) – in particular, in the Jameel Gallery of Islamic Arts and the accompanying programme; and also many of the outcomes achieved by the Crown Prosecution Service, as a result of effective community engagement.

- 51% believed that there had been an improvement in 'community relations'
- 49% in the representation of ethnic minorities in 'our workforce'
- 35% in the 'commitment of contractors/partners to race equality'
- 34% in 'service user satisfaction'
- 32% in 'service outcomes'
- 30% in 'public confidence'
- 25% in 'employee satisfaction'.

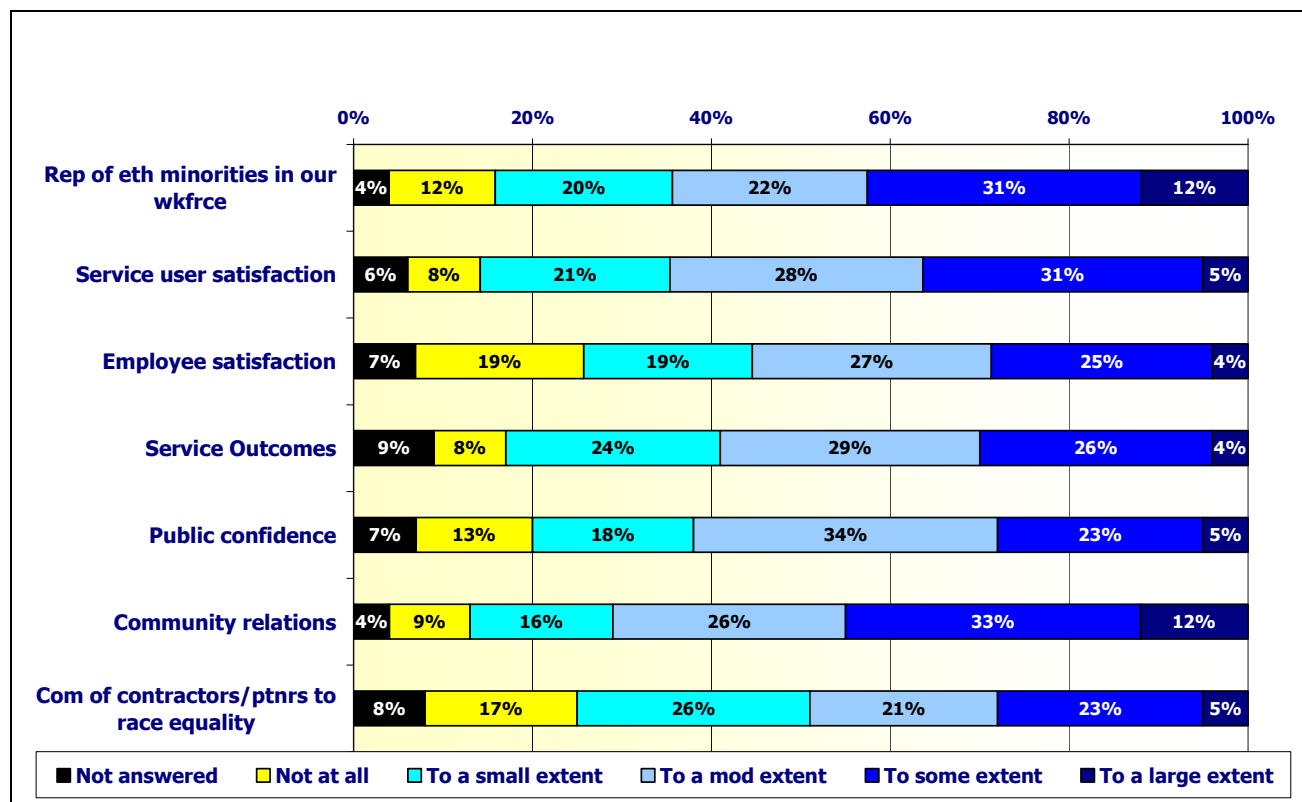
The figures are consistently lower for organisations with local ethnic minority populations at 5% or below, but perhaps the more important point is that a proportion of these organisations are also themselves seeing improvements:

- 43% (v 65%) believed that there had been an improvement in 'community relations'
- 37% (v 65%) in the representation of ethnic minorities in 'our workforce'
- 30% (v 43%) in the 'commitment of contractors/partners to race equality'
- 30% (v 38%) in 'service user satisfaction'
- 28% (v 38%) in 'service outcomes'
- 26% (v 37%) in 'public confidence'
- 19% (v 33%) in 'employee satisfaction'.

So, clearly, our survey respondents do believe that improvements are occurring in race equality – and because of the work that they have done on processes they are now much more likely to be able to measure (and publicly report on) these changes.

Survey respondents were also asked to what extent they thought these improvements were to do with the implementation of the race equality duty. Whilst from the open text responses it is clear that a number of organisations believed they were well on the path

before the legislation was introduced, the overwhelming majority recognised that the implementation of the race equality legislation played a part:



Graph 3: Improvements seen: All respondents

It is good to see organisations reporting improvements in key race equality outcomes and the recognition of the contribution to this of the public duty legislation, but it is unrealistic to expect wholesale change rapidly. As one correspondent from the Health sector stated: “It is work in progress and involves a cultural shift which takes time. It has helped raise the profile of race diversity”.

2.5 Learning to carry forward.

Clearly, there are many positive aspects of the race equality duty to carry forward:

- **The way that it encourages a systematic, evidence-based approach to change.**
- **The move to embrace all aspects of organisational life – critically policy design and service delivery.**
- **The encouragement to set, and publicly report against, key outcome targets.**

One of the positive aspects of the race equality duty is that it has encouraged public bodies to consult with minority ethnic communities. There is a feeling, however, raised at the stakeholder discussions that that consultation has been too limited and that there was scope for greater on-going involvement (rather than one-off consultation).

At Lewisham (see the case study in Part Three of this report) there is clarity that diverse local communities play an important continuing role in holding the Authority to account.

There are concerns, however, that the race equality duty was 'too focused on processes and not enough on improved outcomes'. Exactly half the respondents agreed that this was the case - and this was consistent across respondents (49% of respondents with local communities with 6% or more ethnic minority populations and 48% of those with 5% and below). This figure also rises to 58% for respondents from the Local Government sector.

This was also reflected in some of the stakeholder discussions. For instance, in Manchester there was a sentiment that the prescriptive nature of the duties meant there was a focus on process at the expense of outcomes. Similarly, at Cardiff there was a view that the race duty was too prescriptive and confusing with different audits of compliance resulting in different conclusions.

Regarding impact assessment, the figures show that 37% had fully implemented - another 52% had this partially implemented or again planned to do so in next 6 months. 3% had no

plans to do so. Given the significance of impact assessment in driving choices about priorities and getting race equality properly mainstreamed it is of some concern that the 'fully implemented' figure is not higher.

The sense that the legislation is perhaps too complex is also supported by the fact that more disagreed (34%) than agreed (28%) that 'it has helped simplify the process for setting performance indicators'. This was felt more strongly by organisations in local communities with 5% or lower ethnic minority populations, where the disagrees were 36%. Health sector respondents had a different perspective however, with 37% agreeing that the legislation did help simplify the process for setting performance indicators (v 27% disagreeing).

3.0 How are public bodies seeking to meet the requirements of the new equality duties?

- **50 of our survey respondents (44%) have chosen to develop a single equality scheme (SES) and/or a combined approach embracing a dimension of equality not currently covered by the public duty legislation.**
- **Many of these organisations, however, also have separate equality schemes on race and disability (and in preparation on gender).**
- **17 organisations (15% of our survey respondents) only have a single equality scheme and/or a combined scheme in place or in preparation (with no other separate scheme) - of these, just under half (47%) serve populations where the representation of ethnic minorities is at 5% or less.**
- **90% of survey respondents felt there were benefits of having a SES.**
- **Half of the survey respondents believe that the cost of producing a SES is/will be less than for three separate schemes – and for many organisations that had gone down this route, that was part of their motivation.**
- **Another perceived benefit of a SES is its ability to address cross-cutting equality issues.**
- **The aspect of the disability equality duty found to be the most beneficial has been the need to consult and involve disabled people.**
- **Implementation on gender is at an earlier stage, although encouragingly, 55% have set themselves outcome targets.**

3.1 Some organisations are developing single equality schemes.

With the introduction of the new public duties on disability and gender equality there have been some organisations who have sought to introduce one scheme to cover all three strands.

Fifty organisations (44%) responded that they were either developing a single equality scheme or adopting a combined approach with a view to ensuring that they addressed cross cutting theme across all the different dimensions of diversity.

From the open text responses, the main drivers for taking this approach seemed to be to avoid duplication and reduce costs (in communication and staff training). This was echoed at the stakeholder discussions where practitioners highlighted the pragmatic advantages of producing one document rather than three or more - and getting greater engagement from senior management as a result. In the survey, 50% of respondents (i.e. whether they had a SES or not) felt that adopting that approach would reduce costs (34% felt it would be the same, and 6% that it would increase costs – 10% didn't answer the question).

For some combining the equality duties enables their organisations to “prioritise objectives and co-ordinate activities” in contrast to “too much fire fighting” (Public Authority).

For some it has been about deliberately taking a different approach and looking at cross-cutting issues “the key difference in producing a SES is a difference in approach, trying to make the links between equality strands” (a Central Government respondent).

The majority of respondents, however, have separate equality schemes in place – 80% have a disability equality scheme, and whilst only 22% have a gender equality scheme (which, of course, was the most recent legislation) a further 54% have one in preparation.

Indeed of the 50 organisations that have either a SES and/or combined scheme in place or development, 33 have separate equality schemes as well and only 17 have just a SES or combined scheme. (Of these 17, 47% [8] serve populations with ethnic minority representation at 5% or below.)

Their rationale for having separate schemes is a mirror image of that used by those who have chosen to go for an SES. Rather than being deterred by duplication and costs, they want to ensure that justice is done for each equality strand. As one Police and Fire sector respondent noted: “We have produced 3 separate schemes to ensure that as 3 equality

strands, the commitment is not watered down for each strand". This danger of dilution was also highlighted at the stakeholder discussions.

Others make the point that actually the costs of a single scheme or separate schemes are the same – because the duties remain unaltered.

In the survey, respondents were asked what they considered the benefits and/or disadvantages of a SES to be. Only 10% felt there would be no real benefit or that it could 'lead to a dilution of our approach'.

Q17 What do you consider are the benefits and/or disadvantages of a single equality scheme?

	Frequency	Percentage
(f) Would result in addressing cross cutting equality issues, in particular direct and indirect discrimination	91	81%
(b) Would have a more coherent approach to collecting data	88	78%
(d) Would mean more efficient use of resources	81	72%
(a) Would save time in consultation	60	53%
(c) Would help with prioritisation	60	53%
(e) Would mean savings in overall budget	41	36%
Other	12	11%
(h) None it could lead to a dilution of our approach	11	10%
(g) None we would see no real benefit	2	2%
(Not answered)	1	1%

Table 5: Benefits and/or disadvantages of a single equality scheme: All respondents

3.2 Implementation on disability.

Using the same scoring as for the implementation of the race equality duty (where a score of 5 indicates that an aspect has been 'fully implemented') progress on disability scored only slightly less highly (an average of 3.07 v 3.12) than on race. Given the differences in timescale, the disability duty was introduced 6 years after the race duty, this is striking.

Aspect	Disability	Race
Consultation/Involvement	3.78	3.72
Monitoring	3.59	4
Promotion of good relations with the wider community	3.33	3.42
Building employee commitment	3.12	3.26
Impact assessment	2.85	3.04
Improvement in staff attitudes	3.00	3.04
Average overall implementation score	3.07	3.12
Promoting positive attitudes to disabled people	3.44	N/A

Table 6: Implementation scores for disability and race equality schemes: All respondents

The scores for each of the aspects are very similar – as is the rank order sequence – with the exception that 'consultation' is actually the aspect scored most highly. This fits with the anecdotal data. At the stakeholder discussions practitioners were particularly enthusiastic about the impact of the disability public duty in encouraging consultation and (more

significantly) about the on-going involvement of disabled people, they also recognised that for this to be effective, resources need to be allocated.

89% of survey respondents reported that they had 'fully' or 'partially implemented' this aspect of the duty. For these respondents the most common forms of engagement with stakeholders on disability were through:

- Regular working groups (77%)
- Focus groups or surveys (76%)
- Invited one-off submissions/comments (61%)
- One-off discussions with employees (55%)

Overwhelmingly, the consultation involved dialogue with employees, local communities and local individuals who use the organisation's services. Some also involved business partners and contractors.

72% of respondents stated that 'consultation and involvement of employees and service users' contributed to the successful implementation of the disability public duty.

91% of respondents have employee monitoring data on disability and 58% had the data for service users.

The case studies (see Part Three of this report) have also highlighted that engaging with disabled people has influenced practice. For example:

- Improvements in how witness reports are written for the Crown Prosecution Service.
- Improving accessibility in relation to communications – written, web sites and face to face at the Commission for Social Care Inspection (CSCI).

In Part Three of this report, the Transport for London case study sets out a highly innovative approach to involvement of disabled people which included a Citizens' Jury. Twelve participants (the Jury) met over three days, and there was very significant senior

level involvement from TfL officers. TfL has identified numerous wider benefits from developing enhancements with disabled people, too, for example:

- By working with learning disabled people, more accessible bus maps were designed, trialed and rolled out. The new 'spider maps' replaced the old geographical timetables and feedback has been very positive, with many more people able to read and follow them (especially tourists) because they are clearer and easier to understand.
- As a result of consultation by the DLR team in East London, Real Time Information screens (with train timetables) on estates have had the effect of encouraging more women, especially those from Black, Asian and Minority Ethnic communities to travel, as they reduce the waiting times on platforms and lead to increased safety.
- People with young children are benefiting from low floor wheelchair accessible new buses as this allows them to board and disembark with great ease.

Only 9 organisations (8% of respondents) had not set outcomes they want to achieve on disability. Where they had set outcomes, organisations were asked to indicate their priority. Of those that had indicated they had identified outcomes on disability (98 in total) the following are the top three different outcomes that respondents considered had 'highest priority:'

- Improved attitudes towards disabled persons (38%)
- Improvements in workforce representation (29%)
- Improvements in service outcomes (36%)

Whilst some good progress appears to have been made in putting in place the right processes in order to implement the disability equality duty it will obviously take time for the steps taken as a result of the legislation to feed through into the above outcomes.

3.3 Implementation on gender.

At the time of the survey, many of the respondent organisations were just beginning to consider the gender equality duty; this is reflected in the results. 22% of survey

respondents had a separate gender equality scheme and a further 54% had one in preparation. Implementation was obviously at the earliest stage.

The aspects of the legislation that were most 'fully implemented' were:

- Monitoring on gender (46%)
- Building employee commitment (40%)

A much lower percentage of respondents (46% v 78% on race and 90% on disability) had actively involved stakeholders in the preparation for, and implementation of, the public duty on gender. This may simply reflect the earlier stage of this work, or that organisations feel that they do not need to go through this sort of a process on the more familiar ground of gender.

Of those that had identified outcomes on gender (71) the following are the top outcomes that respondents considered had 'highest priority:'

- Improved service outcomes (35%)
- Reduction in pay gaps (31%)
- Improvements in service user satisfaction (28%)
- Improvements in workforce representation (28%)

A noticeable variation in response to prioritising outcomes was for reducing pay gaps – 56% of Local Government respondents had prioritised this compared to 15% of Health sector respondents. Only one respondent from the Health sector noted improvements in workforce representation as a top priority.

55% of respondents have set corporate outcomes they wish to achieve on gender (this figure rises to 73% for Local Government respondents but falls to 34% for Health respondents). As with the other public duties, most organisations (57%) have been able to identify a measurable outcome associated with 'increased awareness and commitment' across the organisation, other higher responses were 'more representative workforce' (49%) and 'enhanced commitment from leaders' (40%).

4.0 What conclusions can we reach about the equality public duties?

- **Organisations are seeing improved equality outcomes – and there is a correlation between the extent to which this is the case for each equality dimension and the time since its public duty was introduced.**
- **Having to produce, and report against, an equality scheme(s) is seen as making the greatest contribution to successful implementation.**
- **The next most important factor was consultation and involvement of employees and service users.**
- **The third most important factor was leadership – and those organisations where there was clear and strong individual accountability (whether with CEO or Equality Specialist) were those who were furthest ahead on implementation.**

4.1 What impact are the equality public duties having?

Encouragingly, many organisations are reporting that they are able to measure improved equality outcomes. Not surprisingly, there is some correlation here with the timing of the introduction of the legislation. The table below indicates the total number of positive responses, on any of the potential outcomes, for each equality strand:

	All
On Race	441 (49%)
On Disability	419 (46%)
On Gender	321 (36%)

Table 7: Positive responses on outcomes: All respondents

For each strand, the highest factor was 'increased awareness and commitment across the organisation': 66% of respondents on race and on disability – and 57% on gender.

The sense that there is a continuum of progress and that different equality dimensions are at different points was widely shared at stakeholder events and was explicitly highlighted by a leading organisation such as Lewisham. (See the case study in Part Three of this report.)

Q29 Has your organisation been able to identify meaningful measurable outcomes....?

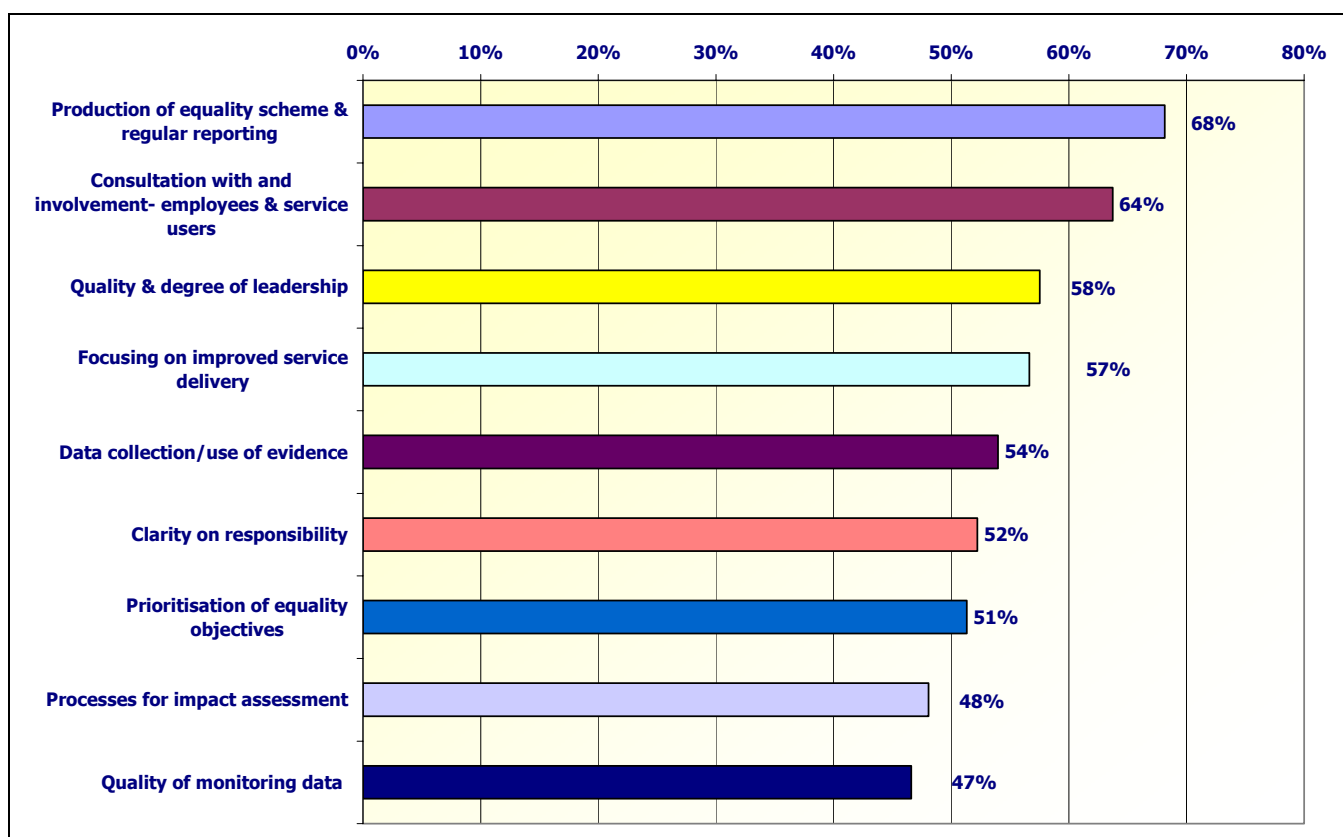
	On Disability	On Gender	On Race	Not a priority
Increased awareness and commitment across the organisation	66%	57%	66%	3%
More representative workforce	50%	49%	60%	7%
Engaging stakeholders in the community	54%	29%	50%	5%
Enhanced commitment from leaders	46%	40%	50%	5%
Improvements in community relations and attitudes	35%	21%	45%	4%
Improved employee satisfaction/perception	37%	34%	41%	7%
Improved service user satisfaction/perception	42%	30%	40%	4%
Positive changes in service outcomes	41%	25%	37%	3%

Table 8: Measurable outcomes identified: All respondents

4.2 What is helping effective implementation?

The following graph indicates, in rank order, the extent to which respondents felt particular factors 'contributed to the successful implementation of the public duties'. Respondents could 'tick all that apply' for each public duty and the following are the combined figures (a maximum score would be 339):

- Production of equality scheme and regular reporting (231)
- Consultation with and involvement of employees and service users (216)
- Quality and degree of leadership (195)
- Focusing on improved service delivery (192)
- Data collection/use of evidence (183)
- Clarity on responsibility (177)
- Prioritisation and equality objective (174)
- Processes for impact assessment (163)
- Quality of monitoring data (158)



Graph 4: What has contributed to the successful implementation of the public duties?: All respondents

The importance of the contribution of these different factors was, on the whole, consistent between the different public duties – the most significant exception being that, as discussed above, consultation with, and involvement of employees and service users was even more highly prized when it comes to the disability public duty.

Clearly, the more technical aspects of data gathering and analysis are important, but what has made the most difference is the need to turn this data into equality schemes and regularly report against them.

87% of respondents stated that their organisation reviewed equality outcomes on at least an annual basis. The table below identifies the data involved in these reviews:

How o/comes measured	
(a) Employee surveys	84%
(b) Employee statistics	95%
(c) Data on customer satisfaction	65%
(d) Outcome of service provision	51%
(e) Local Government Equality Standard and/or External standard/benchmarking	55%

Table 9: How outcomes are measured: All respondents

Whilst employee data is clearly still more available and used as part of annual reviews, it is encouraging to see the customer satisfaction and service provision also being represented.

The next most powerful contributor was then seen to be consultation and involvement of employees and service users. This helps ensure that those involved in developing and delivering policies are genuinely in touch with diverse needs.

The Transport for London case study illustrates how this works in practice:

“The major outcome from the exercise has been a set of detailed, measurable objectives and targets for the, based on what disabled people say are their needs and priorities. The Action Plan has taken the recommendations from the consultation process and set out what TfL’s response will be in relation to each of these – both in terms of detailed actions, target dates for completion of the actions and the lead person who will be accountable”.

Different and contrasting views emerge about impact assessments. For some it appears to have been a rather tortuous bureaucratic process. For others (see the Lewisham case study in the second part of this report) it is seen as a real driver for positive service outcomes.

It is to be hoped that when others, like Lewisham, get to a second stage of impact assessment, they will also find that the steps they took to ensure they have quality data-gathering processes in place has paid off in enabling them to set (and make progress towards) sensible equality outcome focused objectives.

Respondents were asked to indicate where lead responsibility lay for the implementation of the Public Duties.

	Frequency	Percentage
(Not answered)	4	4%
a) Board or governing body level	32	28%
b) CEO / Head of Organisation	16	14%
c) Director / Senior Management	43	38%
d) HR Department	2	2%
e) Equality specialist	11	10%
f) It varies dependent on duty	2	2%
g) Other	3	3%

Table 10: Location of lead responsibility: All respondents

The most common responses were more collective in nature - 'Director/Senior Management' level (38%) and 'Board or Governing Body Level' (28%). When looking at the extent to which the race equality duty had been implemented (where a score of 5 would be 'fully implemented' on all aspects) it is notable, that the responses with the higher scores were where specific individuals had lead responsibility:

Lead Responsibility	Average score
Equality specialist	3.49
CEO/ Head of organisation	3.45
Director/Senior Management	3.06
Board or Governing Body Level	2.93
All 113 respondents	3.12

Table 11: Implementation of race equality duty (scored) x location of lead responsibility: All respondents

It is interesting to see in the case studies featured in Part Three of this report, the powerful influence exercised by senior leaders – for instance, Sir Steve Bullock the Mayor at Lewisham, and the well-known support of Ken Livingston in London; as well the Director of Public Prosecutions at the Crown Prosecution Service.

Part Three: Case Studies

5.1 Introduction

Eight case study organisations were selected. The criteria for selection included:

- Representation of the different arenas of the public sector (Central Government, Higher Education, Criminal Justice System, Local Government, Health Services, and the Arts).
- Demonstrable track record of successful implementation of Equality and Diversity Strategies over a period time.
- Balance between key policy areas and processes (for example impact assessments, community engagement, building commitment, achieving outcomes).

The Organisations

The table below outlines the organisations that were selected.

Organisation	Key Area for Focus
Transport for London	Involvement and Engagement aspects of the Disability Equality Scheme.
Crown Prosecution Service	They have a Single Equality Scheme. The focus of the case study is on achieving outcomes particularly in relation to hate crimes; and how community engagement has contributed to this.
Victoria and Albert Museum	Building Community Relations, they currently have separate schemes.

London Borough of Lewisham	Have recently reviewed their Single Equality Scheme and are rewriting this; focus of the case study is on Impact Assessments, as they have mainstreamed the process across all areas of Equality and Diversity, as well as regeneration.
Commission for Social Care Inspection	They have separate schemes. The focus is on how inspectors are equipped to assess the public duties in relation to adult care services and the contribution of staff networks.
Greater Manchester Police Authority	Recruitment through the lens of the Disability Equality Duty – they have separate schemes.
The University of Essex	Equality Impact Assessments
Cornwall Partnership NHS Trust and Devon Partnership NHS Trust	Joint planning for cross cutting issues across the Peninsula.

Methodology

The researchers were primarily focused on looking for evidence that demonstrated sustained commitment and implementation over 2-3 years; and the outcomes achieved as result of this investment. The researchers used their discretion in using a combination of the following approaches to gather evidence. Desk research and scanning of relevant documents was a pre-requisite for all case studies.

- One to one interviews with relevant people in the organisation.
- Focus Groups with staff.
- Observation of key meetings; for example meetings with the community or users.

- Audit trail of evidence on mainstreaming and how cross cutting were addressed.

The case studies have been written in a style to tell a story of the journey of equality and diversity of these organisations. In particular what have been the outcomes and subsequent conclusions.

Each case study write up has been agreed with the respective organisations.

5.2 Commission for Social Care Inspection (CSCI)

Introduction

CSCI is the inspectorate for adult care in England. It assesses the performance of all English councils with adult social care responsibilities and inspects and regulates all adult social care services in the public, private and voluntary sectors. It is an independent body and publishes annual reports to Parliament on the state of social care in England.

Since it was set up in April 2004, the organisation continues to change. From April 1 2007, social care services for children have been regulated by the Office for Standards in Education, Children's Services and Skills (Ofsted). Currently, the organisation is working through proposals for merging with the Healthcare Commission, to set up a new social care and health regulator – to become operational from April 2009.

As a regulator and an inspectorate body, CSCI has mainstreamed equality and diversity as part of its day to day business; and protecting and promoting human rights is a key feature of its corporate plan. A member of staff commented:

"In spite of the uncertainty, people do not lose sight that they are making a difference. The culture of the organisation is fresh, one that feels like it is pioneering and moving forward. There is a sense of achievement".

Approach to equalities and diversity

CSCI has an Equalities and Diversity Strategy, and the objectives of this strategy are:

- Informed confident staff
- Recruitment that makes a difference
- Tools to trigger change
- Access for all
- Policy that changes practice, and
- Services that fit people, not people who fit services.

The top priorities for the period 2006-2009 include:

- Develop inclusive new recruitment and retention processes.
- Provide comprehensive focused training to equip staff to lead on the equalities and diversity agenda, inspect more appropriately and give staff confidence to challenge inappropriate practice and recognise the good across all areas of diversity and equality.
- Develop some 'methodology triggers' to ensure inspection and assessment practice creates change on practice.
- Provide accessible information for people who use services.
- To use information and data to influence the government, local authorities and service providers.
- Make links with people who use services and listen intelligently to what people say.

CSCI has separate equality schemes to meet the requirements of the Public Duty Legislation. The Disability Scheme has been shortlisted for an award, the results of this will be announced in December 2007.

Programme board

There is a Programme Board for Equalities and Diversity and this is chaired by the Chief Inspector. The membership includes all Business Directors, chairs of all the staff network groups (Black Workers' Group, Disability at Work Group, Lesbian, Gay Bisexual and

Transgender Workers' Group), Project Manager of Experts by Experience Equalities and Diversity Group, and the programme manager. The group have agreed the programme success criteria to include improvements in:

- A workforce that is more representative of the communities
- Staff reporting that CSCI is an inclusive employer
- Diverse groups having better access to CSCI's information and published material
- Increased opportunities for people from diverse groups to engage with CSCI and influence policies and practices, and
- Performance assessment, inspection and regulation methodologies and training for staff to implement these consistently.

Many of the above have been achieved and considerable progress has been made in several areas. The three areas which the Senior Management Board take pride in are:

- The Staff Diversity Groups
- Improvements in the Methodology for Inspection
- Experts by Experience Group.

The Staff Diversity Groups

- Three formal groups exist – Black Workers' Group, Disability at Work Group and the LGBT Workers' Group. All groups have a formal constitution and have both a strategic and a support role.
- Each region has a champion on each of the issues, this ensures effective communication and continuity with regards to policy and practice.
- The organisation has allocated 60 days' worth of time per year for the networks. This total time is allocated for formal roles of chairs, vice chair and secretary.

"This allocation of time has contributed to the groups being more proactive and thereby having more influence, as staff feel they are not doing these roles on top of the day job".

A Director said – “We have a living relationship with the staff groups. They have decent agendas on real issues and we are able to measure effectiveness. For example the impact of training for staff on sexual orientation issues”.

In recent months, the staff groups have significantly influenced policy and practice. In summary, these are:

- The Black Workers’ Group: Recruitment and People Management Practices
- Disability at Work Group: Access to information and the design of the website
- LGBT Workers’ Group: Advising on methodology on assessing the services for LGBT users and carers.

Improvements in the Inspection Methodology

The Public Duty legislation; and also the recent legislation on sexual orientation and age have been one of the key drivers for influencing methodology. This has included:

- Improvements in the Quality Assurance process; the regional managers take a more robust approach to ensuring that equalities and diversity are integrated and “not just scratching the surface”.
- The monitoring form has been revised to include all six dimensions of diversity; CSCI works closely with providers to ensure consistency.
- Staff are given time and training to understand the tools before they work with them.
- The new computerised system has definitely helped with this process.

“We feel that human rights is the demonstrable link to the inspection process. This makes it more ‘holistic’ and empowering; the inspection process in my instances put equality and diversity at the centre of the assessment. We hope this will help to improve services”.

Experts by Experience

It is unique for an Inspectorate and Regulator to authentically invest in ‘user involvement.’ CSCI has an Experts by Experience Equalities and Diversity Group; and this group has been operating for the last two years. The group was set up in recognition of the fact CSCI

wanted to meet its vision and values to involve people who use services; and to implement its commitment to equalities and diversity. CSCI also involves people who use services in other ways. There is an Experts by Experience Programme which aims to involve people in 5% of CSCI's inspections.

The Experts by Experience Equalities and Diversity Group report to the Programme Board for Equality and Diversity. People recruited to this group are user representatives of cultural heritage, impairment, sexual orientation, age and gender. The group meets quarterly and is supported by an internal team. CSCI has a significant budget for user involvement. The project leader of the Equalities and Diversity Group described the group's influence as "impacting on lasting improvement and maintaining success".

Pioneering Aspects

The pioneering aspect of this project is the scale of the changes they have sparked in the way CSCI inspects, and also on how the expert voice is perceived on social care. In particular the lack of respect for rights of gay and lesbian people who use services has been an area where the Experts by Experience Equalities and Diversity Group has had significant impact.

Other groups of Experts by Experience work alongside inspectors, supplementing the inspection work. The Experts by Experience are supported by self advocacy organisations, contracted by CSCI to ensure that the practical and emotional needs of the experts by experience are met.

Involving Experts by Experience shows that CSCI has put the people who use services at the centre of all they do.

An inspector said:

"The Expert gets more people who use the service talking to her on the telephone because she says that she uses the services as well". And also "Experts know about using services and so they could ask different questions and look at different issues".

Ideas to make things better

CSCI have made the Experts by Experience Equalities and Diversity meetings accessible to everyone; “we have a large dustbin on the wall at meetings for binning difficult words and nominated a bin woman”.

Experts by Experience in inspections:

- Experts are given training in taking notes and writing reports.
- Inspectors are encouraged to be clear about what Experts by Experience need to look for when inspecting.
- Involving Experts shows that “we put people who use services at the centre of all we do”.

“Think it made the inspection ‘real’ for all those involved as it was not just based on the paperwork. It was about making a difference to people’s lives”.

- Ideas put forward by Experts by Experience have been listened to by CSCI; as these were pragmatic and the cost implications were not too onerous.

Occasionally there have been difficulties with inspections when Experts by Experience did not know enough about the needs of the people using the services or were not clear about who was doing what.

Achievements

- In response to the group’s priority on accessibility; a full time post of ‘Accessible Communications Co-ordinator’ has been created.
- The CSCI website has won awards for accessibility and contains information in 16 community languages and easy read pictures for learning disabled people.

- Personal support plans for disabled staff are useful and provide continuity of support for individuals in a period of considerable change.
- Learning disabled people have trained inspectors in making information accessible.
- Experts by Experience Equalities and Diversity Group had a significant role in developing the framework for CSCI's Disability Equality Scheme.

The User Involvement Manager commented:

"This is a long-term project that aims to improve equality for people who use services, and demonstrate true partnership working. The achievements of this team have been significant for people who use services, and have exceeded all of our expectations. This project really has taken equalities off the page and into practice".

Conclusions

- CSCI has definitely used recent changes in legislation to make significant strides in not only improving policy, but also practice; and it has achieved this by putting human rights at the centre of its employment, inspection and regulatory functions.
- Commitment from the leaders has positively influenced the implementation of the Equality and Diversity Strategy and the equality schemes. Maintaining consistency across the regions is a challenge; this has been achieved by having regional champions. Though there are occasions when people apply their own styles.
- Mergers with other inspectorate bodies do affect staff commitment and morale; enthusiasm and freshness is maintained through demonstrable achievements, for example changing the monitoring form to reflect LGTB categories.
- Given the slack in recruitment and significant downsizing; it has been difficult to change the complexion of the organisation at the top, particularly in terms of BAME staff. Where opportunities arise, this matter is being considered seriously.

- The Dignity at Work policy is robust and provides guidance on acceptable and unacceptable behaviour. The trained network of Dignity at Work Advisers provide valuable support to staff. The organisation does try hard to reinforce messages.
- The personal support plan arrangements to identify, document and action personalised support for disabled staff are an innovative and positive development.

In terms of next steps CSCI has the challenge to maintain and build on its progress as it transitions the merger with the Healthcare Commission. CSCI is clearly in an advantageous position to influence and lead on the Equality and Diversity Strategy for the new organisation.

5.3 Cornwall Partnership NHS Trust and Devon Partnership NHS Trust

Introduction

The Equality and Human Rights Group based at the Department of Health have set up a Single Equality Scheme Learning Site Project to support NHS organisations develop single equality schemes. This programme of work was set up in response to the strengthening of legislation for race, disability and gender and in anticipation of possible further duties in relation to age, religion/belief and sexual orientation. Eighteen NHS Trusts, drawn from the many different types of NHS organisations and covering a broad geographical national spread, share the learning from their differing approaches to addressing the different equality strands, in a cross cutting and coherent way without compromising any of the individual elements.

We approached the Department of Health to help us identify NHS organisations that met the criteria of this research; we were particularly keen to have an example from a rural setting. We were steered towards Cornwall Partnership NHS Trust and Devon Partnership NHS Trust as both organisations have proactively developed and implemented single equality schemes during a time of significant change. The interesting nugget within this

case study is that both organisations seek creative approaches to shared challenges, including meeting periodically with each other and key stakeholders to plan and review areas of mutual interest; and then implement them in their own localities.

Sola Afuape from the Department of Health describes it as “joint planning at its best, as it is not only creative, but also efficient and helps to create ‘buy in’ from decision-makers”.

The Trusts and their approach to equality and diversity.

A. Cornwall Partnership Trust

Cornwall Partnership Trust (CPT) was formed as a specialist provider trust in April 2002 to serve Cornwall and the Isles of Scilly. The Trust provides specialist mental health, learning disabilities, drug and alcohol and eating disorder services to adults and children.

The third version of the Single Equality Scheme – which strengthened the Gender Duty was adopted by the CPT Board in April 2007.

The definition of diversity adopted by CPT is:

“Personal and organisational awareness, beliefs and behaviour which value differences in people, recognise the enhanced contribution of a diverse workforce and ensure equal access to socially and culturally sensitive health services”.

The implementation of the Single Equality Scheme is being monitored by the Diversity Steering Group; which is made up of representatives from across the Trust and other stakeholders. The main goals of this group include:

- To develop the Single Equality Scheme
- To ensure all service developments and policy changes take into account the needs of all groups within the community
- To promote awareness of equality and diversity issues
- To support equality and diversity initiatives

- To ensure the Scheme and the Trust more widely is compliant with its legal duties relating to equality.

To achieve the above; the Diversity Steering Group has agreed to:

- **Monitoring:** looking at employee monitoring and service delivery across the principle equality strands of age, disability, ethnicity, religious belief, gender and sexual orientation.
- **Equality Impact Assessments:** to adopt the tool and prioritise areas for implementation.

Joint working is at the heart of the approach, and innovative consultation processes are an important part of this evolving work. A case study from Cornwall can be found in the Department of Health publication: "**Creating a Gender Equality Scheme: A Practical Guide for the NHS March 2007**", page 33.

Communicating the Trust's approach to the equalities agenda is seen as an important issue – and effective web based solutions play a significant part in this.

The important links with Devon Partnership Trust have allowed them to audit each other's web sites – from an informed perspective.

B. Devon Partnership NHS Trust

Devon Partnership NHS Trust works in partnership to deliver high quality mental health and learning disability services, serving more than 860,000 people in all. With about 2500 staff they are Devon's largest employer.

The Trust has a vision to be a progressive organisation that inspires confidence. They began work towards a Single Equality Scheme in April 2005, with strong support from the Board. Their commitment to service users and carers includes:

- Mental health and learning disability services throughout Devon will be delivered in a way that recognises and values diversity.
- Race, gender, sexual orientation, religion/belief, age and disability of any kind should not be a barrier to fair access or result in poor quality of care.
- Zero tolerance of harassment and discrimination (direct and indirect).
- All incidents and complaints related to discrimination will be followed up and where required, support will be offered.
- Achievable plans will be developed to meet the above commitments and legal duties.

Similar to Cornwall, Devon has a focused Equality and Diversity Implementation Group to monitor the implementation of the Single Equality Scheme. It has then been establishing sub groups in an incremental fashion to support equality strands as they have emerged.

Single equality schemes are living documents

Both Trusts believe that their approach is proactive for a region that is sometimes perceived to be behind the times on equality issues. There has also been a recent influx of migrant workers in the Peninsula which might pose future challenges in terms of employment and service provision.

The schemes are constantly reviewed and modified to add or delete actions and themes. In summer 2007, a joint meeting was held with key stakeholders from both Cornwall and Devon to discuss both religion and spirituality aspects of the scheme **at the same time**. This was thought to offer a range of benefits, including:

- The possibility of addressing potential conflicts between the strands at the earliest opportunity
- Making better use of resources in the community – in particular Faith Groups, LGBT Groups (only one meeting to engage with both counties)
- Best use of internal resources and ideas
- Cross fertilisation of ideas and models.

Some of the actions planned as a result of the first meeting included:

- Agreed continuity of joint work, allowing for a freedom to split by agenda or Trust as we see fit
- The setting up of a Spirituality Reference Group
- More training on sexual orientation
- More training on spirituality and religion
- A shared reference groups of experts.

Each Trust was going to apply the above in the context of their locality.

As mentioned above, CPT prides itself in how it carries out consultations. They call it 'speed dating' with the third sector. The approach is informal and is open to service users, carers and community groups. The Trust diversity lead commented, "this informality draws out real issues which inform our action plans. As a result, we are able to readily see opportunities for progress".

Both Trusts are aiming to develop further plans by December 2007 and update their schemes once more in April 2008.

Role of equality and diversity leads

The Equality and Diversity leads in both Trusts have been proactive not only in developing the schemes but also influencing the allocation of resources and implementation.

The Department of Health cites this as good practice model for equality and diversity leads in organisations. The recipe for effective results in Devon and Cornwall has been a combination of the following:

- Keeping issues clear and simple.
- Influencing awareness and gaining ownership at senior levels through creative and pragmatic means.
- Not waiting to get the paperwork perfect; ensuring it meets legislative requirements; but getting on with tasks.

- Showing results.
- Building commitment with stakeholders; using different people for different projects, avoiding fatigue and 'silo' working.
- As Equality and Diversity leads, positioning themselves to be a part of mainstream project teams so that they can influence.
- Developing a culture of pride in achievements, being leading edge in relation to mental health and learning disabilities.
- Applying the learning of others and embracing challenge in creative ways.

Conclusions

- Both Trusts are currently working with their 3rd editions of the Single Equality Schemes and will revise further in April 2008. The sharing of thinking and collaboration on mutual issues has helped to make the process more efficient and effective. It has also led to other joint working and learning.
- The schemes are fully integrated; as a result, cross cutting issues between the different strands are considered diligently. This has avoided duplication and ensured better sign up - the cross cutting approach makes sense to managers and workforce.
- The regular monitoring and review process ensures prioritisation of key issues; hence resources are allocated on needs basis.
- Improving awareness at senior levels has been crucial to implementation.
- The successful links with user and interest groups has been powerful and enriching in terms of identifying real concerns and also what is working.

Both organisations consider this joint working to be in the spirit of adventure and a journey. The drive and energy from the Equality and Diversity leads have put the single equality schemes on the map of the strategic agenda in Cornwall and Devon. The challenge for the future is to sustain this and show improvements and impact through rigorous performance management and impact assessments.

5.4 Crown Prosecution Service

Introduction

The Crown Prosecution Service is deemed to be a leading Whitehall Department that has not only addressed critical issues relating to Equality and Diversity following the Denman Report in 2001, which found that there was institutional racism at work in the CPS, but one that has transformed its culture to achieve real outcomes both in relation to employment practice and service delivery.

In recent years the CPS has used the Public Duty legislation to enhance its policy and practice to focus and prioritise on issues that are of national concern; as well as those of local communities.

In November 2006, the CPS's achievements were formally recognised by the HM Crown Prosecution Service Inspectorate, in what is believed to be the most positive equality and diversity inspection report on any public sector body to date.

The structure of CPS consists of 42 areas, 15 groups and a headquarters.

Overall approach to equality and diversity

A. Equality and Diversity Policy

The CPS has a Policy that sets out guiding principles on its approach to Equality and Diversity. The aspirations for achievement include:

- Increased levels of public confidence
- Increased levels of satisfaction with services for victims and witnesses across all communities
- Prosecution decisions are free from any discrimination
- Increased success in prosecuting hate crimes
- Increased employee satisfaction

- A workforce which represents communities at all
- A workforce where there are no differences in employees' experiences which cannot be justified and creating a service that involves communities and staff and uses this involvement to make improvements
- Creating a service that involves communities and staff and uses this involvement to make improvements.

B. Equality and Diversity Strategy

To support the implementation of the policy, the CPS board has agreed an Equality and Diversity Strategy. This strategy sets out a 'picture of success' to year 2009 and the areas of focus for mainstreaming equality and diversity.

The areas of focus include:

- **Drive change and delivery in the Criminal Justice System** with a view to ensuring that an approach to Equality and Diversity is based on outcomes; and where possible, equality and diversity is measured as part of mainstream work rather than new measures.
- **Strengthen the Prosecution Process** particularly in relation to racially and religiously aggravated crimes, homophobic crimes, domestic violence and other hate crimes.
- **Promoting justice and the rights of victims;** in particular the development specialist courts and managing performance on domestic violence.
- **Inspire confidence** among the communities by defining an overall community engagement strategy that is supported with guidance, tools and pilots.
- **A reputation for fairness,** career opportunities and the commitment to develop the skills of all staff on equality and diversity.
- **Reviewing the equality and diversity agenda** periodically and to also ensure that cross cutting issues are addressed across the different dimensions of diversity.

The picture of success by 2009 to include:

- A candidate from within the organisation is appointed as DPP or Chief Executive.

- A number of staff who started in administrative posts have become Chief Crown Prosecutors.
- Staff report high levels of confidence in how complaints are handled (staff survey 2009).
- Charging is already a considerable success. There are no significant differences in charging on decisions on the basis of gender or ethnic background.
- The gap between the outcomes of prosecuting hate crimes and non-hate crimes has significantly narrowed; the aspiration is to continue to do so.
- A witness profiling service is supported across most Areas; witnesses with special needs can give effective evidence.

C. Single Equality Scheme

The CPS published its second Race Equality Scheme in 2005, for the period 2005-08. In response to the legislation to publish a Disability Equality Scheme and the Gender Equality Scheme; the CPS took the opportunity to develop a Single Equality Scheme.

The CPS's Single Equality Scheme is very effective as it builds on the Policy and the Strategy that are already in place and also addresses the requirements of the public duties; and where appropriate the Scheme has outlined proposals for addressing cross cutting issues across the different strands of diversity - for instance, employee monitoring, consultation and impact assessments. The Scheme has also included action plans for each of the equality and diversity strands; including race, gender, disability, sexual orientation, religion or belief and age.

The CPS Single Equality Scheme is also distinct as it reinforces the measurement of equalities outcomes as part of the CPS performance management system. Equality performance measures for all 42 CPS Areas have been integrated within the CPS Area Performance Review system since April 2005. Two of the top 15 performance measures which relate to equality and diversity are:

- A measure of Hate Crime Prosecutions; the national target was to reduce the percentage of hate crimes that do not result in a conviction to 36% by the end of 2006-07. The target at Area level is was to reduce the percentage of hate crimes that do

not result in a conviction to within 15% points of the overall conviction rate for each individual Area. By the end of Quarter 2 (September 2006) the percentage of hate crimes that did not lead to conviction was 32.5% - the lowest recorded level since the introduction of the Hate Crime measure in April 2005. By September 2006, 81.9% of homophobic crimes resulted in a conviction (the national average for all defendants was 83.1%); 78% of racist and religious crime cases resulted in a conviction and 65.3% of domestic violence cases resulted in a conviction. Taking this improved performance in account the CPS set a further challenging national hate crime target for 2007-08 of 28%.

- A measure on community engagement has also been introduced. This is a qualitative assessment of Areas' community engagement activities. Areas are required to undertake an annual programme of engagement activities including engagement with a diverse range of communities, evaluate its impact and use some of this engagement to inform service improvement. This measure has been retained for the period 2007-08.

The Public Duty Legislation places a great deal of emphasis on achieving outcomes in relation to service delivery and employment practices. The CPS's overall approach to Equality and Diversity is commendable and organisations can definitely learn from its approach of transforming a culture that was non compliant with legislation to one that has harnessed the opportunities presented by legislation to mainstream meaningfully and to reap the benefits of such an approach.

We would like to showcase how CPS has sustained progress on achieving outcomes by keeping focus and continuously seeking to improve and stretch.

As mentioned above, one of the key areas of success and outcomes of CPS's policy and practice in equalities is the reduction in the percentage of hate crimes that do not result in a conviction. Evaluation reports have shown that this has been achieved because of:

- Clear and dedicated leadership and accountability
- Effective Community Engagement
- Review and monitoring of progress and performance
- Building commitment from staff.

D. Clear and dedicated leadership and accountability

The Director of Public Prosecutions and Chief Executive directly champion the equality and diversity agenda. Their specific responsibilities are:

- Providing leadership on the agenda, acting as overall champions to ensure the policy developed and put into practice.
- Making sure that vision and plans within the equality and diversity policy and strategy are included.
- Communicating plans to others both within and outside the organisation.
- Answering to the public on what is done and achieved in terms of equality and diversity.
- Holding Directorates and Areas to account by reviewing performance and tackling poor performance.

All of the above are part of the appraisal process.

In addition, appropriate governance and organisational structures have been put in place. There are two board level committees dedicated to equality and diversity, a corporate development and management group and a policy, strategy and diversity committee.

Equality and Diversity is also mainstreamed into the business of all board committees and major relevant proposals for CPS undergo a strategic impact assessment. This 'walking the talk' approach has definitely helped to make the rhetoric a reality and a remarkable difference can be seen since the Denman report was published.

E. Effective community engagement

Consultation with users of services and the communities is a key component of the Public Duty legislation. The CPS's practices are cited as 'best practice' within the Criminal Justice System. One of the critical findings of the Denman enquiry was the lack of public confidence in the Criminal Justice System. Areas have worked tirelessly to improve their relations with community and to also work with the community to reduce crime, in particular, hate crime and domestic violence.

The CPS has developed a Community Engagement Strategy and the vision for this is: “To achieve strategic and sustainable community engagement, integrated within CPS business, which maximises the benefits of the involvement for communities, staff and partners”.

This vision is supported by principles of community engagement, the key ones being that the methodology will match the purpose of the consultation and to those being consulted, as well as the results of community engagement being fed back to people being engaged. The strategy also acknowledges that some are at a particular and increased risk of exclusion and/or discrimination. Therefore, it is important to ensure that the views of these groups are heard.

The overall approach to Community Engagement is at three levels:

1. Informing People
2. Consultation
3. Participation

In autumn 2005, the CPS launched three pilot projects to look at different ways of engaging people. These were evaluated at interim and final phase (September 2006) by the Community Development Foundation. These pilots included:

- **Durham:** raising the awareness of victims, witnesses and voluntary support agencies of the existence of Sensitive Case courts (courts that deal with domestic violence and more latterly other hate crimes), learning how to improve services to meet the needs of those involved in these sorts of cases, and working more closely with the voluntary and community sector to improve services.
- **West Yorkshire:** an evaluation of how and in what form information on hate crime was provided to the community, how an existing race hate crime scrutiny panel was working , the setting up of a Community Involvement Panel and through this panel consulting a wide range of community organisations on business planning.

- **Thames Valley:** engaging local citizens and the business community through questionnaires and neighbourhood meetings to establish concerns in relation to anti social behaviour and inform multi-agency working.

The cross cutting Good Practice lessons raised by the pilots include:

- Leadership is critical to success on community engagement. This leadership must come from CCP's, ABM's, HQ Directors and Divisional Heads. Leadership was seen to be vital for the effective engagement of partner agencies, the engagement of staff at all levels, and to the priority afforded to community engagement.
- Defining the purpose of the engagement activity at the outset contributed to its success.
- Effective project planning and involvement of key stakeholders in the project governance was crucial to facilitating progress and removing barriers.
- Engaging stakeholders on current business agendas such as anti-social behaviour, hate crime prosecutions, the Area Business Plan, and victim and witness care was important; and this worked for the CPS and the stakeholders.
- The pilots definitely demonstrated that multi agency working in the area of community engagement will be the best way forward to progress areas of mutual interest and also to avoid duplication.
- With clear leadership, clarity of purpose and appropriate support, staff can and will undertake engagement enthusiastically to achieve the desired results.
- The pilots also highlighted the need to be sensitive to equality and diversity issues, particularly to build inclusive relationships with communities who have historic negative experiences and low levels of trust in the CJS and the CPS. This needs to include barriers faced by some groups in engaging with CPS whether on the basis of group membership, geography or other factors.
- All involved in the pilots felt that communications, feedback and exit strategies are very important; at all the different stages of the engagement process.

- The table below outlines the outputs from each of the three pilot projects.

Pilot Area	Output
Durham	<ul style="list-style-type: none"> ▪ An accurate profile of existing support to victims and witnesses of Hate Crime. ▪ A gap analysis of support available to victims and witnesses of Hate Crime. ▪ A timetabled and realistic plan to improve support to victims and witnesses. ▪ A profile of the costs of community. ▪ A directory of services for victims and witnesses produced.
West Yorkshire	<ul style="list-style-type: none"> ▪ Community informed Hate Crime reporting format. ▪ Produced a community informed Business Plan. ▪ Evaluation of Race Scrutiny Panel and lessons for national roll-out of programme identified. ▪ Establishment and development of Community Involvement Panel. ▪ Baseline community engagement activities. ▪ A profile of the costs of community engagement.
Thames Valley	<ul style="list-style-type: none"> ▪ Baseline of community engagement produced in terms of previous and current involvement – that is, range of groups, frequency and depth. ▪ Programme of multi-agency working on Anti-Social Behaviour (ASB) in place. ▪ Accurate profile of community views on ASB. ▪ Communication plan produced for engaging with diverse communities and different techniques available. ▪ Profile of costs of community engagement. ▪ Information leaflet produced on ASB informed

Pilot Area	Output
	<p>by community priorities.</p> <ul style="list-style-type: none"> ▪ Follow up on survey results with communities to inform future action on ASB. ▪ Dissemination of action shared with communities. ▪ Report on Homophobic Hate Crime. ▪ Avoidance of duplication of community engagement interventions between agencies. ▪ A rewarding and motivating experience for CPS staff.

Table 12: CPS pilot projects to look at different ways of engaging people

The CPS has produced a Good Practice Summary on community engagement from the different Areas and this provides a good resource to all staff. Clearly, the quality of community engagement has played a crucial role in terms of reducing the percentage of hate crimes and incidents of domestic violence that led to prosecution.

F. Review and monitoring of progress and performance

The CPS's Diversity Delivery Plan sets out the following targets for measuring progress and performance.

- Annual reports to the CPS People and Equalities Committee.
- Publication of an annual Equalities in Employment Report, this also details progress against a range of equalities topics including Senior Civil Servants and feeder grade targets.
- Progress in Areas is measured through the Area Performance Review System. Each Area sets out plans to help meet targets and this progress is tracked.
- The biannual staff surveys seek staff perceptions and satisfaction levels on a range of issues, including recruitment.
- Continuous monitoring of the outcomes of CPS recruitment and promotions processes.
- At an individual employee level through the performance management system.

G. Building employee commitment

Extensive efforts have been made in the past five years to ensure that staff understand the CPS's approach to Equality and Diversity. This has included: a basic level training programme on Equality and Diversity to more than 7,000 employees; all new recruits receive training; there is an e-learning induction model and the next steps are to prioritise equality and diversity as part of other training programmes.

There is also an internal scholarship scheme available, 'The Law Scholarship Scheme'. This provides an opportunity for administrative staff to become lawyers and also, potentially in time, to gain judicial positions. The scheme has been positively received. 70% of participants in the scheme are women, 27% are BAME staff (in London the figure for BAME is 40%). It is anticipated that 900 employees will take advantage of this scheme by end of 2008.

Conclusions

The CPS has demonstrated that progress and transformation can happen and this has to be sustained through consistent effort over a period of time. Seamus Taylor the Director of Diversity said that three things he takes pride in are:

"The CPS has made Equality and Diversity a performance issue. It has, moved into mainstream and there is a breakthrough on engagement".

He is, however, far from complacent and adds:

"Whilst significant progress has been made, there is much more still to do".

For an organisation that is influenced by national priorities and local issues, flexibility is important. The CPS's strategy does allow for this and the Single Equality Scheme builds on this and provides a framework for progressing cross cutting issues. In order to help with monitoring the implementation of the Single Equality Scheme, a national Community

Accountability Forum has been established, with membership drawn from across the equality strands.

One of the distinct influencers is the drive and the commitment from the top and how this is percolated across the organisation. Clearly defined roles and responsibilities do empower people to take personal responsibility and this accordingly leads to effective implementation. Mainstream managers lead working groups; for example the Director of Serious Organised Crime has led on the Single Equality Scheme; and Chief Prosecutor for London is leading on the development of a policy on crimes against older people.

Clearly there are challenges along the way and these need to be addressed strategically. The CPS team have outlined the key challenges to be:

- Keeping the agenda fresh; in particular performance. Making sure Equality and Diversity are on the agenda and knitted in at every level.
- Scale of the equality and diversity agenda is broad; and there are also competing agendas. Negotiating for space is important, as well as defining what must and should be done.
- It is important to continue to build on mainstream competence and to avoid introducing too many new things. The latter can cause confusion and decline in commitment.
- The central budget is limited. The team has to encourage spend from other pots and have been successful in some instances. For example, improving recording of defendants, victims and witnesses.
- Equality Impact Assessments are carried out on bigger issues and 80 people have been trained. These can be perceived to be time consuming and this in turn can affect motivation.
- Effective community engagement is crucial to achieving the success measures. Different approaches have helped; a Community Accountability Forum has been set up nationally to help oversee the implementation of the Single Equality Scheme, 4 regional events were organised in May 2007 on community engagement designed to encourage buy-in to the community engagement agenda. Currently, CPS Areas are in the process of setting up hate crime scrutiny panels which will include members of the community

looking at finalised hate crime cases and lessons to be learnt. In addition, at a Group level, 15 Community Involvement Panels will be established by end 07/08.

In terms of next steps, it is about sustaining and building on current levels of performance and improving on targets. The independent inspections help and a future challenge on the horizon is to assess if the equation between employment and service delivery works; and what is the relationship with achieving outcomes.

A final report produced by the Commission for Racial Equality on the challenges ahead, **"A lot done, a lot to do"** (September 2007), contains the following evaluation of the CPS:

"Given the excellent progress made by the CPS, we feel that the CEHR's (now called the Equality and Human Rights Commission) resources should be directed at agencies in greater need of remedial action, with only a watching brief on the CPS's annual equalities report and other relevant publications".

5.5 Greater Manchester Police Authority

Introduction

The Greater Manchester Police Authority (GMPA) fundamentally exists to ensure the maintenance of an efficient and effective police force for the geographical area and to develop strategies and policies that enable this duty to be performed. It has a strategic framework for working, with five strategic objectives – each further defined in terms of aims. In overview, these objectives are:

- Securing an efficient and effective police service. . . providing best value for the communities of Greater Manchester. . .and placing the Force within the top performance measurement of its family of forces.
- Fulfilling statutory obligations. . . making an effective contribution in community engagement with partners and diverse communities and ensuring public accountability of policing within Greater Manchester.

- Receiving relevant support and advice . . . to enable it to undertake its duties and responsibilities.
- Maximising the contribution of the Authority at a local and national level. . .as one of the largest authorities in the country.
- A fifth objective to promote diversity and equality in the policing and police authority services of Greater Manchester, was added in 2006.

Given the community focus implicit and explicit within the purpose and direction of the GMPA, and recognising the diversity of communities in Greater Manchester, it is no surprise that there is considerable attention to managing the **equality** of service provision and the **inclusion** of all elements of the general public. In this, the GMPA has moved to a position where managing equality and diversity is a part of everyone's work and there is no dedicated equality and diversity role in the staff. On the Management Board, one member has specific responsibility for this area of working.

All GMPA staff (26 dedicated full-time posts, equivalent) receive training across all strands of diversity. Some impact assessments have been undertaken by the GMPA on services it directly delivers, but the majority are dealt with by the Force itself (the GMPA having a governance role) and the employment policies of GMPA itself are subject to impact assessment as part of Salford Council's public duty.

The distinctiveness of GMPA's approach to equality and diversity

Visiting the GMPA is to enter an organisation where commitment, energy and enthusiasm are very evident. To an external consultant, the organisation also appears very organised and focused on both delivering to existing expectations but also self-critically examining ways in which its work can be enhanced. This is true of the approach to equality and diversity as in other aspects of their work. Here, the aim is not only to fully comply with legislation and public duty requirements on equality, but it is a policy aim to keep ahead - by ensuring proximity to diverse groups. This yields information that can be used to enhance the effectiveness of the Authority and Force and to lead to enhanced perceptions of, and attitudes towards, policing in Greater Manchester.

The distinction of the GMPA approach in equality and diversity is in the extent to which engagement with diverse sections of the community is both central and underpinning. In turn, this engagement is being valued by the Police Force itself which sees the work of GMPA as enabling it to embed equality and diversity policy through making it operationally relevant. Overall, this is being achieved through a leadership and Board management structure at GMPA where there is a strongly principled approach to driving their objectives enthusiastically and energetically. An approach which has also created a highly capable and motivated workforce in the Authority.

There is felt to be a high level of involvement between the Force and the Authority around equality and diversity issues – higher than is typical for equivalent police force areas. Recently, for example, the two bodies have worked together with the growing Eastern European community, who have sometimes been experiencing harassment from other parts of the community.

Elsewhere, Force representatives state that building understanding of race, disability and sexual orientation has all helped the Force plan and deliver more effectively and is “enabling mainstreaming to be occurring by making it (i.e., equality and diversity) operationally relevant”. One emergent area of work is currently seeking clarity about the measures which show not only what is happening on the ground (e.g., hate crime figures) but also show how the work on E&D is paying-off in terms of different stakeholder attitudes.

Examples of policy and practice, where the valuing of diversity is very clear, include the **Independent Advisory Groups Scheme** and the **Appropriate Adults Scheme**. These are described below, as illustrations of the overall approach.

Independent Advisory Groups

Initially set-up throughout the country following the Stephen Lawrence enquiry, the establishment and incorporation of Independent Advisory Groups (IAG's) is now a cornerstone of GMPA's involvement of the community it services.

Greater Manchester is home to a huge diversity of population, e.g., one in eight of all Pakistanis and one in twelve of all Bangladeshis in Britain, reside in the area. It is also home to the largest gay and lesbian centre of population outside London and Brighton. Further, as a recently redeveloped and growing City there is a visible youth presence, as well as older people living in long-established settled areas of the City. Most recently, the area has seen an influx of people from Eastern Europe.

These different community groups are often visible and their culture openly celebrated, e.g., the large, Muslim Eid festival and the internationally famous Manchester gay Mardi Gras.

The IAG's play a key role in helping the Police get closer to differing groups in the community, to understand their specific needs and concerns about policing, and to create an operational response which meets those needs.

The IAG's "advise and provide independent scrutiny on aspects of policing that impact on the particular community group". They have an additional aim in "helping to develop and atmosphere of trust, confidence and transparency between community and police". In terms of structure, there are now 3 **strategic** IAG's in Greater Manchester managed by the police authority and 12 **local** IAG's managed by the force.

IAG members are chosen on the basis of their willingness to work constructively with the Force and Authority, and also on the basis of their expertise and knowledge of situations. Those selected to these voluntary roles undergo training and induction within the GMPA and the Force and attend organised visits as well as relevant conference and seminars.

The three strategic IAG's, which have been established in this form for around two years, are:

- Race
- LGBT
- Disability

Most local/force IAG's are determined geographically and although those geographies often coincide with concentrations of particular diverse groups, the local IAG's are established across all equality strands and with representation according to the make-up of that area. Some of the other local/force IAG's are aligned to specific areas of force work, for example there is a Learning and Development Branch IAG. Officers of GMPA have functional responsibility for the three strategic IAG(s) – supporting processes around recruitment, training, meetings, and communication (internally and external).

The IAG's are felt to be working well, by both the Authority and the Force. So well, in fact, that an issue taking management time now is to find ways of exerting influence over the policy and practices of neighbouring police Authorities and Forces, where there is sometime "a mis-match felt in a particular community between policing on one side of the road and the other".

Examples of the impact of the IAG's include:

- Successful planning and operation of policing for the Eid festival.
- Involvement of disabled people in the design and building of a new police station.
- Planning and police management of Mardi Gras, such that the operation requirement was actually reduced while maintaining safety and security.
- Introducing the use of photos to explain public information for non-English speakers and for non-readers.
- Direct involvement with Force diversity training.
- Direct two-way communication with the Force during critical incidents.
- Advice and consultation on on-going Force duties, such as stop-and-search.
- Helping the de-fusing of local community flash-points following incidents.

The work of the IAG's is communicated by newsletters, press releases and a website. Their role is felt to be still evolving and the GMPA has identified a number of ways in which momentum can be maintained and diversity and inclusion be further embedded into the policy and operations of the Authority and the Force. These include:

- Involvement of IAG's in Force impact assessments.
- Creation of a young persons' IAG as a new, fourth, strategic IAG.
- Further development of IAG recruitment and training, and communication of IAG activity back to the wider communities.
- Creation of an IAG network across Greater Manchester.
- Increased liaison with neighbouring Forces and Authorities.

The Appropriate Adult Scheme

GMPA have peer-group recognition for leading the way in this area of work.

In essence, the Appropriate Adults Scheme is to provide volunteer adults who can be called to the police station as an important safeguard, providing independent support to detainees who are either under 17 or who are vulnerable adults. The role is not simply to observe, but to assist the detainee to ensure they understand what is happening during interview and investigation.

What is felt to be 'leading' in terms of approach at Manchester, is the way in which the Authority has taken the responsibility for the scheme upon itself (uniquely) and has promoted and built the scheme so that appropriate adults not only are able to meet the above stated need, but are better placed to do it through their representation of the community from which the detainees arise. This has necessitated the Authority in advertising and recruiting a much larger pool of appropriate adults than would typically be found elsewhere of a Force area of this size.

One of the objectives for GMPA's Appropriate Adult Scheme is "to have a volunteer at the police station within 90 minutes of the request being made, 7 days per week, 365 days per year". Given the diversity of Manchester's population (cited elsewhere in this report), meeting this operational objective with the additional aim of matching the diversity of detainees with a diversity of adults, has been a major piece of work, and it is on-going. The scheme has specific objectives in this area:

- To recruit volunteers from local communities in order to contribute to community capacity building and their involvement in the criminal justice system.
- To maintain a pool of accredited volunteers. . .to ensure an appropriate age, ethnicity and gender mix.

A key part of the process has been to build community awareness of the scheme, through advertising in targeted press, and the use of press releases to help foster a positive attitude and interest amongst potential volunteers. There is also liaison with the IAG's on this issue. Further to this, the GMPA Board also exercises personal responsibility in giving-out positive stories and encouraging volunteers.

5.6 London Borough of Lewisham

Introduction

This case study provides a summary overview of the response to the Equalities' Public Duties adopted by the London Borough of Lewisham (LBL), and showcases the Authority's approach to Equality Impact Assessments (EIA's).

Lewisham is a London borough, located in the south east of the capital, and is home to a very diverse population. It is considered to be a good performing Authority across the board and received a rating of three out of four in the Comprehensive Performance Assessment (CPA)¹. The borough has an Elected Mayor, who leads the community, speaks up for the borough and makes key decisions about local services. Lewisham's Mayor is Sir Steve Bullock. He was one of the first Elected Mayors in the country in 2002 and was re-elected in 2006 for a further four years.

Overall approach to equalities and diversity

For many years now Lewisham has been considered to be a leading Authority on issues related to equalities and diversity (E&D). Its energy and commitment to the agenda is

¹ CPA is an Audit Commission measure of local authority performance. Lewisham's corporate assessment is due to be updated this year (2007).

borne of its history, moved by events and community leaders that have made equalities central to a mission to now make Lewisham “the best place in London to live work and learn”.

Lewisham is one of only three Authorities in the country to have achieved level five of the Equalities Standard for Local Government. This was externally verified In March of 2007 by the Improvement and Development Agency for Local Government (IDeA). This assessment included interviews with the community representatives from the Local Strategic Partnership (LSP), members of local community groups, frontline staff, Councillors and the elected Mayor.

In order to achieve level five of the Standard, Authorities need to demonstrate that equalities form part of their performance review and that they have both achieved, and are reviewing, outcomes. LBL also achieved a Beacon Award in 2006 within the Positive Youth Engagement theme of round seven of the Beacon Councils’ Award Scheme.

Lewisham’s approach to E&D is underpinned by a political and organisational view that LBL cannot properly serve the population of the borough unless E&D are taken seriously. Furthermore, LBL believes that the local population would hold the Authority to account if it failed to serve all of its communities. The commitment to E&D in Lewisham pre-dates the requirements of the Equalities Public Duties. However, LBL welcomed the legislation which it feels has given focus to the Authority’s approach and provided the framework to enable E&D to be mainstreamed within the Council’s processes and practices alongside other statutory requirements. Lewisham has adopted an Integrated Single Equalities Scheme, which is currently under review. The Local Strategic Partnership is exploring the feasibility of having a borough wide Single Scheme to which all partners would be committed.

Important features to LBL’s approach are the structures the Authority has developed to lead, develop, deliver and manage its E&D strategies. The Corporate Equalities Board (CEB) co-ordinates the E&D agenda across the Authority. It comprises Equalities Leads from each of the five Directorates together with those from HR, Legal and Communications. The CEB co-ordinates and oversees action on E&D in all parts of the Council and reports on equalities as part of overall performance to the Executive Management Team (EMT), Safer, Stronger

Communities Select Committee (scrutiny lead on equalities) and ultimately the Mayor and Cabinet. Responsibility for delivering LBL's E&D strategies and policies rests with each Directorate, where the Equalities' Lead officer is the Head of Strategy and Performance. Thus, E&D activities and outcomes are mainstreamed into all levels of the Council's performance management structures.

With regard to the separate equality strands, LBL consider that performance should be viewed along a continuum. At one end is race equality, where it has achieved far more and has been in place for a very long time. The Council undertook a Best Value Review of race equality in 2001/02, the end product of which was an improvement plan to ensure the Council could develop a clear and effective strategic framework for the development of race equality for the following five years. The systems and processes developed as a result of this review formed the basis for Lewisham's mainstreamed approach across all equalities strands and also provided the basis for the work to achieve level five of the original Equalities Standard for Local Government by March 2005 which covered race, gender and disability.

At the other end, the Council thinks that more work is needed in the areas of faith, age and sexual orientation, which are more recent requirements. LBL considers that its performance on gender and disability sits somewhere between these two points. There is not the same pressure as in earlier years on gender issues, which in turn means that the Council needs to be more pro-active to ensure it continues to perform at an equally high level as it does on race equality. Although LBL is achieving the actions outlined in the Disability Scheme, local feedback from disability groups is that the Council could be doing more and being more pro-active. This is therefore targeted as an area for improvement by LBL.

Extensive training and support is provided to all staff across the Council, supplemented by a range of E&D toolkits and guidance, including: the Equality Monitoring Good Practice Guidance; Consultation and Engagement Strategy and the Equality Impact Assessment Toolkit. Central strategic support is given by the Policy and Partnerships Unit.

Lewisham's approach to Equality Impact Assessment

From the outset, Lewisham's approach to Equality Impact Assessments (EIA's) has been to undertake EIA's across all the equality strands for each EIA. Human Rights considerations have now been added to the other strands. Lewisham's CEB considered that EIA's would provide a useful tool to mainstream E&D, thus giving service areas responsibility for performance.

LBL view EIA's as one of the key tools at its disposal to help achieve the vision and values of the Authority. These are:

Vision

- Together, we will make Lewisham the best place in London to live, work and learn.

Values

- We put the public first.
- We respect all people in all communities.
- We invest in our employees.
- We are open, honest and fair in all we do.

What?

Through its EIA process, Lewisham aims to:

- Analyse proposed or existing policies or services, identifying the effect of their implementation on different groups in the local community.
- Anticipate and identify.
- Eliminate, minimise or counterbalance negative consequences.
- Two Key questions:-
 1. Could this policy /service affect some groups in society differently?
 2. Will it promote equal opportunities?

Why?

Lewisham states in its EIA Toolkit that the Authority undertakes EIA's, because:

“We want to! Equalities Impact Assessments actively support the practical delivery of our comprehensive equalities policies, help us meet the Equalities Standard for Local Government and contribute towards our Comprehensive Performance Assessment and Joint Area Review Assessments, other inspection regimes and partnership arrangements.

We need to! If we are to properly serve our diverse local community and ensure services are genuinely accessible to all.

We have to! All public bodies must undertake Equality Impact Assessments of their policies and functions, as set out in the equalities legislation”.

(London Borough of Lewisham, Equalities Impact Assessment Toolkit – including Human Rights: Procedure and Guidelines for conducting Assessments on Policies and Functions, May 2007.)

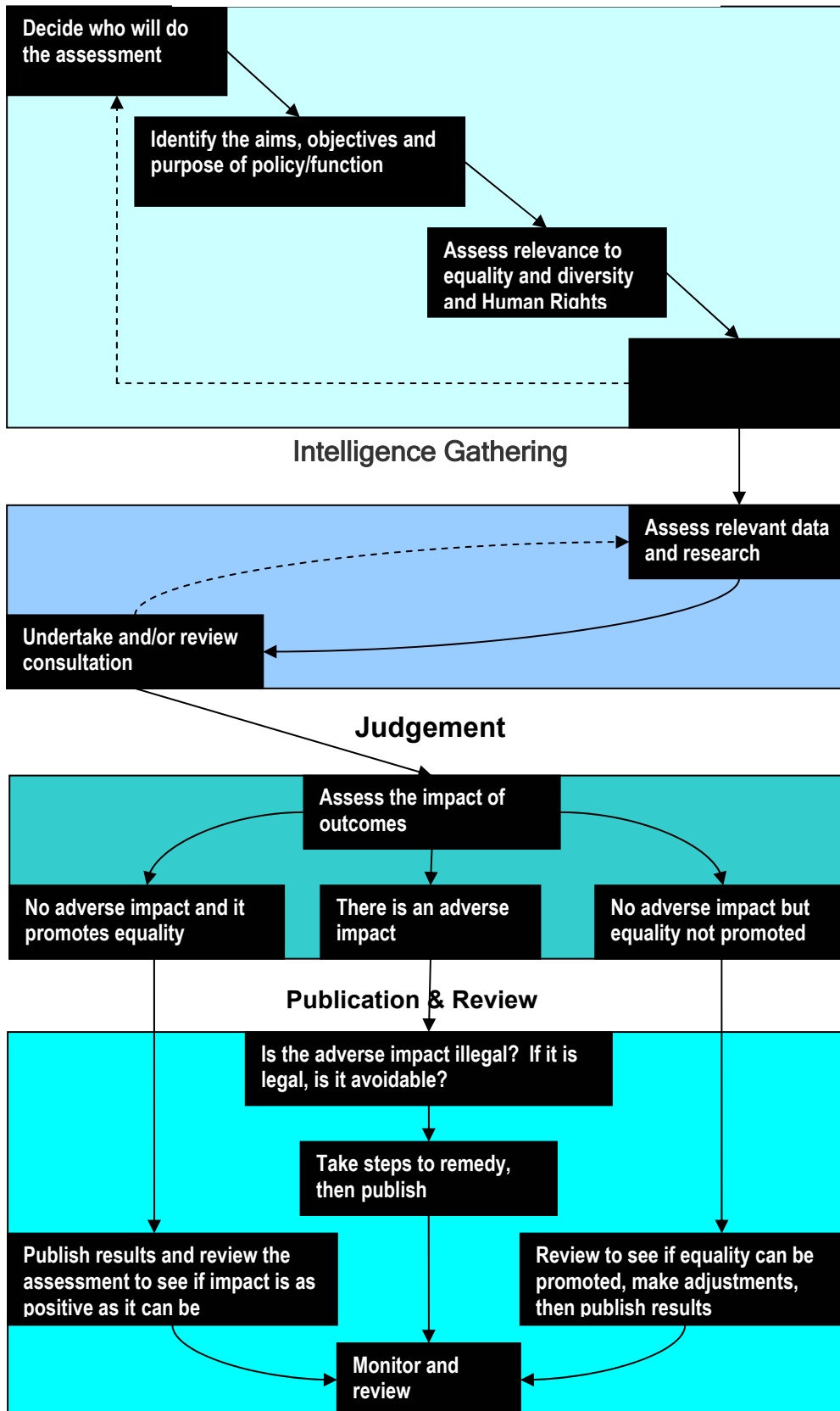
How?

Lewisham has produced a comprehensive toolkit to assist Directorates implement the EIA process. The first draft EIA toolkit was piloted with a small group of services in 2002, before being amended and rolled out across the whole council. The CEB has undertaken a process to capture ‘learning’ from EIA’s and has used this to build-on and strengthen the toolkit. A revised version of the toolkit will be finalised in the autumn of 2007 and includes guidance on undertaking Human Rights Impact Assessments. The toolkit is used by all service areas, and they are required to undertake EIA’s within the specified timetable. Lewisham has now completed approximately fifty EIA’s which are all reviewed and monitored by the CEB.

In addition to the toolkit, all service areas are offered a ‘Kick Start Session’ which provides additional training to Directorate staff and works through the headlines of the EIA process. These are intensive practical working sessions delivered by Lewisham’s officers who are most experienced at implementing EIA’s. LBL has also developed an e-learning module and a video on conducting EIA’s to further assist Directorates.

The flowchart reproduced below is part of the EIA Toolkit which illustrates the Council’s approach to EIA in a clear and logical set of steps.

Lewisham's EIA Flow Diagram Strategic Thinking



Graph 5: London Borough of Lewisham – EIA flow diagram – strategic thinking

Conclusions

The London Borough of Lewisham is at the forefront amongst public bodies in its commitment and performance on E&D. The Council has developed a comprehensive and systematic approach to mainstreaming E&D throughout its processes and culture. These underpin and are driven by the Authority's vision and values. Describing its approach, Lewisham says:

"We are more than our processes and procedures. We are a product of our history including those community leaders that have promoted the equalities agenda - events and people have provided the space within which we operate in developing the equalities agenda. It is what we sometimes describe as the 'spirit' of Lewisham. Not an altogether easy thing to get across but it is subtler than the notion that the "local population would hold the Authority to account if it failed to serve all of its communities".

Key success factors related to impact assessment

- Leadership and commitment from the very top of the organisation, led by the Mayor.
- LBL are enthusiasts for EIA's.
- The development of appropriate and effective organisational structures within the organisation for E&D.
- Focus on outcomes, and clearly linked to improved performance and delivery of services.
- A robust process, capable of some local flexibility, but with a non-negotiable core.
- Owned by, and the responsibility of each service, backed up by effective guidance, training and support.
- Diverse and involved local communities who hold the Authority to account.

Challenges

- Keeping it fresh having achieved results – ever ambitious and challenging leadership help to keep the process alive.
- Time pressures faced by front line services areas in particular, therefore need to focus on potential improved outcomes.

- Some newer equality strands, such as sexual orientation, faith and age present challenges in determining potential impact. Therefore, staff are helped and challenged to identify the issues and how LBL can work towards the elimination of adverse impact.

Outcomes

From the outset, LBL has been keen to stress the relationship between EIA's and positive service outcomes. The Council has used the process to get staff to focus on outcomes, rather than to see EIA's as a burdensome bureaucratic process. In the first round of EIA's, this was more difficult as many service areas didn't have the tools to enable them to fully do this. Specifically, for many, adequate data were not available for them to accurately assess the equalities' impact. However, the exercise highlighted this gap, which in turn led to the collection of quality data for the second round of EIA's. For example, for the first housing EIA, the Directorate did not have a tenancy profile, therefore, they were not able to know whether what they were proposing was likely to have a negative or positive outcome on different groups. By the second generation of EIA's the data were in place, as were equality outcome targets.

An example of a positive outcome results from the Highways EIA which highlighted that Lewisham's pedestrian crossings were inadequate to meet the needs of disabled people. Consequently, LBL submitted a bid to TFL for the uplift of crossings in the borough, based on this evidence. The outcome is that 100% of Lewisham's crossings meet the needs of disabled people.

With regard to the separate equality strands, LBL states that it is easier for service areas to think about potential impact in the areas of race equality and disability, where these might appear more obvious. Sexual orientation is seen to be possibly the biggest challenge and one that might create tension with some of the other equality strands. Lewisham has identified this as an area for particular attention in helping staff to identify potential areas of impact.

Future developments

Lewisham's experience of conducting impact assessments has identified the following priorities for future action:

- Create more opportunities to build in community involvement in the process – including design stage, as distinct from community consultation.
- Enhance efforts to match the expectations of the local disability communities.
- Create an increased focus to meet the challenges of the newer equalities strands, in particular considering the impact of sexual orientation on LBL's policies and functions.

Lewisham is keen to share its experience with others, and has already participated in peer reviews, mentorship and other methods of dissemination with public bodies and an international charity. The Authority is willing to explore further developments in this regard with other organisations.

5.7 Transport for London

Introduction

This case study focuses on the approach taken by Transport for London (TfL) to ensure that disabled people were involved in the preparation of its Disability Equality Scheme. In order to prepare for the Scheme, TfL used a variety of methods of involvement with disabled people, including face to face meetings and the use of a 'Citizens' Jury' process. The case study summarises the initiatives that were carried out in preparing for the Scheme.

TfL was created in 2000, as part of the Greater London Authority 'family', as the integrated body responsible for London's transport system. Areas of responsibility include buses, the underground and Docklands Light Railway, Croydon Tramlink and London River Services – as well as major roads and all London's traffic signals, regulation of taxis and private hire vehicles and the promotion of walking and cycling - among many other elements of the Mayor's Transport Strategy.

This Strategy includes among its aims: “Transport initiatives and plans should support social inclusion by taking account of the needs of all Londoners to access jobs, facilities and services through addressing the needs of groups with specific travel requirements”.

TfL’s commitment is to become:

“The world’s leading transport authority, delivering safe, reliable and integrated transport for all those who live in, work in, or visit London. This is underpinned by our commitment to:

- Promote equality of opportunity
- Promote good relations between different groups/communities
- Eliminate unlawful discrimination
- Provide accessible transport for all”.

Overall approach to equalities and diversity

TfL is covered by the three equality duties and has produced a Race Equality Scheme, a Gender Equality Scheme and a Disability Equality Scheme. TfL has also produced a Faith Equality Scheme, an Age Equality Scheme and is developing an LGB (Lesbian, Gay and Bisexual) Scheme.

Group Equality and Inclusion is committed to promoting equality of opportunity and good relations between different groups, while eliminating unlawful discrimination and providing accessible transport for all. This means:

- Identifying and removing barriers to accessing TfL’s transport services.
- Ensuring TfL employs a diverse workforce that reflects the diverse population of London.
- Ensuring those who provide services on TfL’s behalf have a similar commitment to diversity, equality and inclusion.

The TfL Equality and Inclusion Policy states that TfL values diversity and will actively develop a workforce that reflects the diversity of London, at all levels of the organisation. It outlines TfL’s commitment to achieving equality of opportunity and eliminating unfair discrimination from the business.

TfL aims to ensure equal treatment without unlawful discrimination in relation to age, disability, nationality, ethnic or national origin, sex, race, colour, religious belief or sexual orientation.

With this aim, TfL will ensure fair treatment in relation to:

- All employment policies and procedures
- Recruitment and Selection
- Learning and development opportunities
- Career progression including promotions and secondments
- Discipline at Work
- Grievance
- Remuneration and Recognition
- Employee Performance.

TfL has six Staff Networks covering disabled staff, women; faith; age; lesbian, gay, bisexual and transgendered staff; and Black, Asian and Minority Ethnic (BAME) staff. Each network has a Champion – who is a senior director of the organisation or a managing director of a mode of transport. The Network Chairs meet with the Equality and Diversity team on a quarterly basis.

TfL's approach to disability and the Disability Equality Scheme

In September 2003, as part of the Best Value review 'Equalities for All', the Greater London Authority (GLA) and the GLA group adopted the social model of disability.

As TfL's Disability Equality Scheme states:

"The social model of disability means that TfL accepts:

- That it is society's response to a person's impairment or learning difficulties that creates disability.

- That discrimination against disabled people is just as oppressive as discrimination against other groups such as women, lesbian, gay men, bi-sexual and transgendered people or people from Black, Asian and Minority Ethnic (BAME) groups.

TfL will, therefore, focus on identifying and removing barriers that disabled people face when trying to access the transport system. To do that TfL needs to understand what prevents people from accessing the transport system on an equal basis”.

The Disability Equality Scheme by no means started from a blank slate. Many initiatives had been taken already, including extensive research into access needs; ‘mystery traveller satisfaction surveys’; a travel assistance scheme; the ‘Out and About’ guide for learning disabled people and a DLR outreach programme. In addition, a number of targets for improved accessibility had been adopted.

In the employment field, TfL carried out an organisation wide disability survey of staff in 2005 – asking whether they were disabled or not and what barriers they faced. The most significant barrier was seen to be the attitudes of others. Various initiatives were undertaken as a result and have been extended as part of the Disability Equality Scheme, including reviewing job descriptions for irrelevant, potential barriers, reviewing training for managers and staff to ensure that reasonable adjustments could be identified, looking at advertising campaigns, monitoring of staff profiles and regular access audits.

How TfL prepared for the Disability Equality Scheme

The TfL Disability Equality Scheme for 2006-9 was published in December 2006.

As stated above, TfL already had a great deal of research and data on disability before work on the Scheme began. EQIA assessments of the impact of current policies and practice also provided a foundation for its contents.

Involvement of disabled people were seen as essential elements in the Scheme's preparation. In November, 2005, a half day event was held for disabled stakeholders, with a focus on getting feedback on the best methods of engagement for the DES development.

A consultation paper was prepared and sent to over 300 organisations and individuals (available in Braille, Easy Read, audio, large print and Word as well as on the internet): 27 people and organisations responded.

To ensure involvement, 37 organisations were invited to take part in face to face interviews – and 16 such interviews were held in early 2006. The Staff Disability Network was also involved in the development of the Scheme, through workshops and through contributing to the action plan.

But TfL wanted to go “beyond the norm of consultation and sent out a document and asking for views and comments” – and decided that a Citizens' Jury process would be undertaken.

The Citizens' Jury

How did the Citizens' Jury work?

The Citizens' Jury was held in February 2006. This was planned and led by two consultants (in conjunction with TfL's Equality and Inclusion team); Sue Maynard Campbell of Equal Ability CIC (Community Interest Company) and Alice Maynard of Future Inclusion - both experts in the field of disability equality.

Twelve people took part, drawn from a range of disabled people's organisations in London, who also had experience of a range of barriers among them, in line with the 'social model' of disability described previously.

The Jury decided to focus on three main topics:

- What does TfL need to know about disabled people and travel so that it can make London's public transport, and the streets it is responsible for, as accessible as possible?
- If TfL carries on doing the sorts of things it is currently doing to make services accessible, will this enable disabled people to use public transport and the streets in London?
- What does TfL need to do to be the employer of choice for disabled people (to attract, keep and develop disabled employees)?

The event took place over three days. Senior officers, including Heads of Service and Directors of each of the Modes did not attend for the first 'preparation' day, in which the Jury considered the three topic areas and decided on questions and the officers they would choose as witnesses. A week later it was the Jury Day, when selected Chief Officers were invited to present witness evidence to the Jury members in front of an audience of 55 organisations invited to view the event. The final two days enabled the Jurors to review and reflect on the 'evidence presented' and reach a verdict.

As Rubina Hassanali (Research and Policy Manager, Equality and Inclusion at TfL) said "TfL's senior team were prepared to give time – and took it very seriously – including the Chief Operating Officer of London Underground, the Managing Director of London Rail and the Director of Performance for London Buses".

Outcomes from the process

Main findings and recommendations

Many practical points emerged from the Jury process and from the wider consultation and involvement exercises. These included the view that disabled people must be involved at all levels in helping design and deliver an accessible transport system for London.

Ensuring that genuine commitment is translated into practical action was also a theme. Although impressed with some of the projects and progress already under way, TfL was seen as not always delivering in practice what was good in theory.

The Disability Equality Scheme summarises the key elements (with accompanying recommendations) that were identified as adversely impacting on disabled people as:

- (Lack of) step free access to London Underground
- Attitudes of other passengers
- Inconsistency in service provision - particularly in relation to assisted travel options
- Reliability of equipment – particularly the ramps on buses
- The need for audio and visual real time information
- Staff's understanding of barriers faced by disabled people
- Managers' understanding of reasonable adjustments and how to implement them.

Training was seen to be an important element, with small communications efforts on the part of TfL and its staff (especially bus drivers) particularly important. As the Disability Equality Scheme states:

“What may seem like a slight inconvenience to others can bring a journey to an abrupt or unpleasant end for someone with a disability”.

There were also concerns about emergency procedures, and how these might work in practice for disabled people. In relation to employment, one recommendation was the need for partnership work with specialist disability organisations.

Main benefits of the jury process

Benefits, both for staff and disabled people, were seen to include:

- The opportunity of obtaining detailed information from officers as the basis for considering the issues. Senior staff can be questioned in detail and there is an element of holding them to account.
- A process that allows people to respect each other's position.

- An in depth response can be obtained from people who have direct experience of the barriers.
- Experience gained by officers in understanding particular issues, including awareness that the range of people with needs is very large – including non visible disabilities.

Mike Brown, COO of London Underground commented – the Jury was “a forceful reminder to think laterally.....Sometimes people raise issues you hadn’t thought of and don’t know how to react to - but which do need thinking about. You think you understand the issues, you have a business plan, but the reality of being questioned by a Jury is quite a leveller”.

Challenges for effective involvement and consultation

There were several challenges, both in the Jury process and in the wider consultation and involvement strategies undertaken by TfL. These included:

- **Managing expectations** - TfL has an extensive range of services to be addressed. Although the target for bus accessibility (100% by 2006) has been met, making changes to the Tube infrastructure is a massive task and (inevitably) takes time and early planning.
- **Developing an effective two way process** – particularly in terms of getting individuals who had often not been used to genuine consultation and involvement to understand what was wanted from the process and how best to be involved. As one of the Jury facilitators commented:
 “People who have been traditionally denied access don’t always have the skills and abilities to respond to involvement, as they are more used to passive consultation”.
- **Getting adequate interaction** – for example it was later felt that more interaction and increased time to hear the evidence and question key TfL staff would have been helpful so that the issues could be discussed in more depth.
- There is also a challenge in **how to communicate most effectively** what changes have been made as a result of the process – including the small changes that can make a big difference and may not be widely known about.
- **Providing enough time** – it was felt, for example, that a six month consultation and involvement period is needed for such a process, but this doesn’t always reflect an organisation’s need to move quickly.

What has been done as a result?

Measurable objectives and targets

The major outcome from the exercise has been a set of detailed, measurable objectives and targets for the Action Plan, based on what disabled people say are their needs and priorities. The Plan has taken the recommendations from the consultation process and set out what TfL's response will be in relation to each of these – both in terms of detailed actions, target dates for completion of the actions and the lead person who will be accountable.

Individual actions for different transport modes and internal TfL departments are listed in the Action Plan under the following headings:

- Removing physical barriers (London Underground, surface transport, rail, transport planning and policy).
- Removing information and communications barriers (again for the different modes of transport).
- Actions to address attitudinal barriers faced by disabled people when using the transport network.
- Barriers to employment.
- Involving disabled people in the development of services.
- Customer research activities.
- New media activities.
- Marketing communications activities.
- Marketing operations activities.
- Transport museum activities.

Effective involvement strategies

Another outcome has been an increase in awareness among staff, both in terms of what will make a difference to the transport experiences of disabled people and – equally important – how effective involvement can best be achieved.

A strong learning point has been that the Disability Duty brings an obligation to involve people who are not always used to being involved but have more experience of consultation, and that this brings both challenges (referred to previously) and positive results.

Taking forward the recommendations

One of the Scheme's key deliverables is the setting up of an Independent Disability Advisory Group (IDAG), with the aim of working with senior managers to ensure that disabled people can be involved at a strategic level. See box below.

TfL's IDAG

A key comment from the Citizens' Jury was:

- Disabled people must be involved at all levels in helping design an accessible transport system for London.

Making London more accessible for all:

Transport for London (TfL) has set up an Independent Disability Advisory Group (IDAG) to involve disabled people in the way that it shapes and develops its strategy for making London more accessible for all.

The group is an important step forward in TfL's long-term commitment to achieving equality for disabled people and will play a key role in ensuring it complies with the Disability Discrimination Act 2005.

What is IDAG?

IDAG is made up of ten people, appointed for the extensive expertise and knowledge they bring to the role – as well as their direct experience of disability. None of them work for TfL or the Greater London Authority (GLA), to ensure

independence. As well as working together as an advisory group, each IDAG member has a particular responsibility for a specific part of TfL to enable them to focus on key issues affecting disabled people and transport.

IDAG - which meets bi-monthly - works closely with TfL's Group Equality and Inclusion team and with managers across TfL, to provide independent advice on key policies and flagship projects.

"IDAG's goal is:

That disabled and deaf Londoners, as well as visitors to London, are able to travel around the streets, and the public transport system on equal terms with other people, so that they can have the same independence and choice to live, work in and enjoy the city". Reg McLaughlin, Chair, Independent Disability Advisory Group

IDAG's role is to:

- Evaluate existing and future strategies, policies and projects across all TfL businesses, and highlight areas in which change is needed.
- Encourage TfL not just to comply fully with its legal duties under Disability Discrimination and Equality legislation, but to become a leader of best practice in meeting the needs of disabled and deaf people across all areas of its business.
- Develop strong working relationships throughout TfL's business areas, so that disabled and deaf people's issues are high on their agendas.
- Review current practice in TfL and its partners to ensure that employment, services, procurement and communications are all accessible to disabled people.

Table 13: TfL's Independent Disability Advisory Group

Essential elements for the future

Comments from TfL staff have included the following essential elements for taking forward the Scheme and its surrounding activities:

- 1 If people aren't talking about disability as a key agenda item and integrating it in key business planning processes, it won't become the core of what you do. TfL has established the Independent Disability Advisory Group (IDAG) to support the organisation in developing this level of understanding and scrutiny of its planning and delivery.
- 2 Ensuring that in day to day activities you actively seek to improve the reality of people's experiences, including use of Equality Impact Assessments to understand and take corrective action on barriers.
- 3 Real data on disabled people's actual experiences of barriers in the transport environment is needed – taking the customer perspective. IDAG and the Disability Staff Network Group can contribute to this.
- 4 Recognising the difference between consultation and involvement and accepting that there may need to be capacity building or advocacy (or other support systems) for some groups.
- 5 Making sure it's in the investment programme – changes to infrastructure (website, design of services etc) – so that continual steps forward can be made.
- 6 Procurement: diversity, inclusion and accessibility measures need to be built into contracts - and as early as possible - and have been successfully implemented in contracts for the extension of the East London Line.
- 7 More disabled people in the workforce at all levels.
- 8 Including Equality and Inclusion in all staff objectives.
- 9 Leadership to continue to be demonstrated at the highest levels (TfL has two Board members with this brief) including championing at senior management levels); and ensuring that disabled people have access to senior management through the board and other stakeholder groups.
- 10 Keeping disabled stakeholders informed of progress and milestones (taking them on the improvement journey).

5.8 The University of Essex

Introduction

The University of Essex, based at Wivenhoe Park, Colchester, received its Royal Charter in 1965. It is one of the UK's leading academic institutions and has an international reputation for the quality of its research and teaching. The University has 18 departments spanning the Humanities, Social Sciences and Science and Engineering.

There are currently around 8,000 students at the University, 22% of these within the Graduate School. The University is an international community with students from more than 130 countries. In recent assessments Essex has regularly ranked among the top twelve UK universities for the quality of its research, with many of its departments rated as 'outstanding' by international standards.

Working with the Equality and Diversity Committee (EDC), the Equality and Diversity Unit has a major input into establishing equality policy at the University. The Unit advises the University and the EDC on good practice as well as requirements and responsibilities arising from legislation. The Unit also runs equality and diversity training and there are a range of course and briefings available to staff and students.

Distinctiveness of the University of Essex's approach to equality and diversity

The University of Essex has a long track record of creating an inclusive environment for staff and students which pre-dates the formal establishment of specialist E&D (equality and diversity) units in universities in the UK. Although The University of Essex feels it is not unique in this respect, there is peer-group recognition in the UK higher education sector, that this university has always been a leader in the field and is further along the road to embedding, or mainstreaming, E&D principles and practices than most higher education institutes (HEI's).

This brief report highlights, as an example of this leading approach, the fact that The University of Essex is pioneering a single equality impact assessment methodology, at a

time when many HEI's are yet to really start on race equality impact assessments – where a legislation driver has been in place for some time. The approach of Essex, therefore, not only enables current legislative requirements to be met but also anticipates and meets the direction likely to arise from the new single equality and human rights commission (the CEHR).

Staff at Essex feel that their approach to E&D is not new however, but builds on an approach and on values that extend back to the founding ethos of the University in the 1960s – led by the personal values and commitment of the first Vice-Chancellor. From the outset, the University set-out to appeal to international students, mature students and those with disabilities – as a principle of action. It is believed that the provision for profoundly disabled students at the time (and who needed full-time carers), was a first in the UK in terms of facility provision.

Current leadership and direction of equality and diversity

The full-time Unit at Essex comprises a manager, a part-time assistant and a temporary researcher. The managerial reporting line is the Director of Personnel and there is an Equality and Diversity Committee, chaired by a member of the University's Council, and comprising a number of people either on the committee as representatives or elected. The committee meets formally twice per annum and sets the broad agenda for E&D policy and process.

Committee membership includes the Vice Chancellor, elected representatives of the academic body and senior staff, plus there are representatives of the three main Unions represented on site, the full time E&D officer, the Student body representative and the Students' equalities officer. This arrangement helps ensure that E&D policy is discussed in terms of impact on both strategy and general management of the University.

For instance, currently the Committee is enabling a linkage between E&D policy and process and the University's increasing international focus. Building on its founding ethos of appealing to international students, the University is well placed to be successful in an area of strategy which is now present within most HEI's where, generally speaking, the economic

value of international students is a major strategic consideration. Over 40% of the students at Essex are international, with over 130 nationalities represented. The student community is regarded as multi-cultural as well as international. The staff body is very international, although not as diverse as the student body.

The single equality impact assessment

The University is currently piloting a single equality impact assessment in one policy area. At the time of writing, a handful of other UK HEI's are in this position and Essex is readily identified by peers as providing a lead for others to follow. The single equality approach builds on the equal opportunity reviews (EOR's, which equate to impact assessments) conducted around all strands of equality in recent years.

When this approach was started, other Universities contacted Essex and adopted their model, as a way of setting-out codes of practice for staff and students, endorsed, as it was, by senior academic staff.

The EOR's themselves, in the 1990s, did not identify anything that was unlawful but did identify areas where good practice would make a difference, for example, to the daily lives of international students. One example being the creation of a standard student banking letter as a template for different nationalities to ease the process of acquiring a UK bank account.

In addition, the early EOR's identified access changes that were needed for disabled students, e.g., in the Library, and this pre-dated disability legislation.

Now, the position is that the University has embarked on a single equalities approach with the following main elements:

- 1 Preparation of a single equality scheme manual.
- 2 Scoping of the University's policies across all areas of activity.
- 3 Determining which of these policies is covered by the equality duties in race, gender and disability.

- 4 Identifying a prioritisation of these policies for formal impact assessment.
- 5 Design of an impact assessment methodology that covers the three areas of public duty requirements, and also includes the other strands of diversity covered by legislation – age, sexual orientation and faith and belief.
- 6 Appointment of a review body (the Equality Impact Assessment Panel or EIAP) to draw-up terms of reference for a pilot impact assessment, to oversee this trial and to assess the methodology and output within the trial area.
- 7 Running the trial of the methodology in a particular policy area.
- 8 Recognition of the impact assessment's output in terms of the six diversity strands and leading action plans to address any issues arising.
- 9 Assessment of the pilot and adoption as a methodology suitable for adoption across the University policy areas, by the review body. To identify a transferable approach for the prioritised policies.
- 10 Commencement of impact assessments (across all strands of diversity covered by legislation) within the prioritised policy areas. All led by EIAP panels relevant to each assessment.
- 11 On-going review of process and impact assessment outcomes by the Unit and the EDC.

At the time of writing, The University of Essex has reached stage 7 above. This stage is due to be completed in November 2007. The area covered by the trial is that of **the recruitment and terms of service of Graduate Teaching Assistants (GTA's)**. This policy was chosen as it had University wide impact, touched on all six strands of equality and was a policy area that was fairly self-contained and manageable in terms of numbers of people (there being around 200 GTA's at the University).

The above approach is supported by the VC, and this is felt to be crucial to the future roll-out of impact assessments. With such a long history of inclusiveness, there is a feeling in some parts of the staff community, sometimes expressed as "Essex is a fair place and does the right things already, so why do we have to do something that feels bureaucratic". This resistance is not only acknowledged but 'engagement' is a key area of focus for the EIAP and its report and for the EDC. The EIAP for the pilot itself, comprises a senior academic as a Chair, representatives of the GTA's themselves, plus a student representative, a committee clerk (E&D research assistant) and others.

The pilot review body reports back to the EDC and in that body, it is recognised that they will need to ensure that the impact assessment approach is understood and communicated in terms of its positive impact on the student experience at Essex. In that way, it is hoped to be shown that impact assessments, in general, are of value to the University.

Initial assessment by the GTA EIAP has identified the following:

- Although not yet complete, there do not appear to be any equalities issues in GTA appointments.
- The amount of dedicated time needed to conduct the assessment is more than expected.
- Given the availability of dedicated time, however, the whole process has taken less calendar time than expected. This is partly due to the committee's commitment to fixed meetings and following through actions. So leadership has been identified as a critical success factor.
- Departmental support is vital, and a communication programme to all departmental administrators has already commenced as a result.
- There is a risk of consultation fatigue if the number of overlapping policy areas are assessed in coming months.

Next steps

Once the pilot is completed, the report of the EIAP will be carefully reviewed. This initial EIAP report will be unique in that it comments on the process itself, as well as the specific impact assessment of GTA recruitment and terms of service. The EDC and the E&D Unit will need to assess the points around communication need, securing engagement and identifying the depth of assessment needed and, therefore, the way in which policies can be further risk-assessed.

The latter point is a key issue, as over 70 policies have been identified as being in scope and some of the prioritised policies are major, e.g., recruitment of staff and student admissions. So, there is a focus for discussion around the depth at which single equality

impact assessments are undertaken. There are currently early thoughts around screening (risk-assessing) the prioritised policy areas for those that truly require depth or those that can be dealt with at a different level.

There is a cautious level of optimism however, that the approach being adopted has already gained support because it is being piloted and involves academic staff and has top leadership endorsement. There is also a desire that Essex will continue to be recognised as leading the way on inclusivity and the value that brings to UK higher education institutions.

5.9 Victoria and Albert Museum

Introduction

This case study showcases the work that the Victoria and Albert Museum (V&A) has done to promote good relations between people and its approach to cultural diversity and inclusion. It should be seen in the context of equalities and diversity performance within the culture and heritage sector. Within this, the V&A performs a leadership and mentorship role on diversity and inclusion and is widely recognised for its innovative and enthusiastic approach and acknowledged achievements in the areas of diversity and inclusion.

Founded in 1852, the V&A is the world's leading museum of art and design, with a collection unequalled in diversity and quality. Over the last decade, it has established an international reputation for its work on education, access, and visitor research and gallery interpretation. The V&A also comprises the V&A Museum of Childhood at Bethnal Green opened in 1872, which has a strong record of educational and community work in some of London's most deprived boroughs and the V&A's theatre collections which until 2007 operated from a site in Covent Garden.

Overall approach to equalities and diversity

The V&A is not required to produce a race equality scheme, under the Race Relations (Amendment) Act (RRAA), although it is subject to the requirements of the Employment Duty. This is not the case for the other Public Duties, whereby the V&A has to produce gender and disability Schemes. In recognition of this anomaly, the V&A is exploring the feasibility of producing an integrated single scheme, in which all the requirements of the specific duties of the RRAA will be included.

Diversity, inclusion and equalities are directed and co-ordinated by senior staff with a Museum wide diversity brief and through Museum wide Access, Inclusion and Diversity Strategy and Implementation Groups. Both of these groups involve staff from all departments and branches across the V&A, and have jointly developed the Access, Inclusion and Diversity Strategy and Implementation Plan. Individual staff performance plans now have to include an element related to contribution to diversity, which is assessed alongside other performance targets.

The organisation conducts regular ethnic and other equality monitoring of staff and has an objective that the London recruited staff should reflect the City's composition, whilst nationally recruited staff reflect the national ethnic profile. This objective has been met in overall numbers in London and is slightly behind target at the national level. However, with regard to distribution of staff, the V&A would like to see greater numbers of senior curators from BAME backgrounds. There has been significant improvement at the more junior levels, but the V&A feels that it will take time for the changes to be felt at the more senior strategic levels. There is also an aspiration to achieve wider diversity amongst the V&A's board of Trustees.

Monitoring of visitors and opinion research is conducted on a regular basis. These monitor the footfall from a number of socio-economic and ethnic groups, and gather customer views about the V&A and its delivery of services. Both BAME and younger audiences have been particularly targeted by the Museum as groups that they wished to see grow as visitors. Monitoring results show that these groups have greatly increased over the past three to four years.

The institution has a high performance record with regard to disabilities and has retained its status as an employer that is Positive about Disabled People (the Two Ticks Symbol). A staff Disability Forum meets on a bi-monthly basis to consult and involve disabled staff. Additionally, the V&A was ranked in the upper quartile of all organisations who participated in the Disability Standard of the Employer's Forum on Disability.

The overall approach to equalities and diversity (E&D) is to promote inclusion, both from an employment and service delivery perspective. The V&A is responsible to the Department for Culture, Media and Sport (DCMS) as its parent Government Department and is required to report on its performance on equalities and diversity. Diversity and inclusion are key criteria that the V&A needs to address in any funding application to the Heritage Lottery Fund (HLF), which is a major funder of the organisation's initiatives.

The senior executive team and Director are committed to developing and furthering the V&A's performance on E&D, which they consider to be both the Museum's duty and in its business interest. Additionally, the small group of BAME external benefactors and stakeholders at times play an influential role with regard to its collections, access to these and the inclusion programme. The Jameel Gallery of Middle Eastern Islamic Art is an example of this and how the V&A has responded by creating a gallery that presents positive images of Islamic culture and heritage, which challenges standard prejudices and attitudes.

V&A diversity and inclusion initiative – capacity building and cultural ownership project

This is a three-year HLF funded project which builds on the V&A's fifteen year history of developing programmes and working with the South Asian and Chinese communities. In summary, the project aims are:

What?

- Research historical collections – the hidden histories – including that of the African Diaspora and of relevance to diverse cultures/faiths and develop new collections of relevance to the heritage of London's diverse communities.

- Contribute towards social inclusion, cohesion and building good relations between people of different ethnic and other groups.
- Build partnerships with local communities, develop community capacity and foster cultural ownership in relation to heritage.
- Help to embed and mainstream diversity inclusion and equalities throughout the V&A's practices.

Why?

The context of this project was the V&A's commitment to improving diversity and inclusion and using the institution as a means of helping to foster good relations between different groups. It was developed as a result of evaluation and feedback from work in relation to cultural diversity at the V&A, which showed that there was extensive un-met demand from:

- Communities wanting to learn about their own heritage through the hidden histories of existing collections of tangible and intangible heritage.
- Communities wanting to explore commonalities and differences between their respective cultures and faiths through collections which reflect diverse backgrounds and cultures.
- Communities wanting to engage with their heritage through creative and participative activities, closely tailored to learning needs including the national curriculum.
- Individuals and organisations wanting support in collecting, conserving, interpreting and making accessible their heritage, either independently or through partnership with the V&A.
- Individuals from black and minority ethnic communities wanting pathways into volunteering and employment in museums.

How?

- Rediscovering the hidden histories previously embedded in the V&A collections that have relevance and meaning to London's diverse communities.
- Exploring the connections between historical objects of relevance to diverse cultures and faiths and the contemporary lives of diverse communities, in particular, through the Asian collections, the Medieval and Renaissance collections, the Sacred Silver and Stained Glass Gallery and the Islamic collections.

- Developing collections of tangible – photographs, objects, etc., - and intangible – oral histories, recordings of performances, etc., – heritage that is of relevance to the diverse communities within and beyond Greater London.
- Developing a range of activities and initiatives related to access, social inclusion and cohesion and to other cultures and faiths.
- Working with key organisations and communities in development of partnerships and training to strengthen the capacity of individuals and organisations to explore their own heritage and to find employment within the heritage sector.

Examples of activities

a) Hidden histories

- Research and development of online resource of objects of relevance to the African Diaspora and to the diverse cultures and faiths within the UK.
- Creation of the World in the East End Gallery, at the Museum of Childhood, reflecting diverse childhoods of East London.
- Watching, Making and Shaping – creation of video archive and related material of contemporary black and Asian theatre.

b) Access

- Africa 2005: Residency of Oumou Sy from West Africa, based on her Junkyard Museum of Awkward Thing and fashion show of leading West African designers, with related workshops for young people.
- Events to mark the 200th anniversary of the abolition of the slave trade in Britain, for example the Uncomfortable Truths contemporary exhibition, historic trails and related conference.
- Major weekend events around the opening of the Jameel Gallery of Middle Eastern Art, the Sacred Silver and Stained Glass gallery; winter festivals – Eid, Hanukkah, Diwali, Christmas.
- Intercultural tours for diverse faith/community groups by people from diverse faith and cultural backgrounds.
- Gallery talks and related language activities for English Speakers of other languages (ESOL), students and refugees linked to the ESOL curriculum.

- Exhibition of black and Asian theatre in the UK over the last 50 years.
- Capacity Building and Cultural Ownership – Partnership seminar between mainstream and non-mainstream heritage sector.
- Training on heritage skills for black and Asian cultural/heritage sector.

This is a small sample of the range of activities this initiative has developed. The overall project is subject to quantitative and qualitative evaluation and critical peer review. The programme is due to complete in 2008 and work is in place to ensure that the organisation is able to embed and mainstream the lessons learned from the project.

Conclusions

The V&A has taken an imaginative approach to diversity and inclusion, and continues to engage with London's diverse communities through its exhibitions, collections and learning and outreach programmes. For some time, the V&A has been a lead museum in cultural diversity and has positioned itself as being committed in this area of work. Over the last five years, it has taken great strides in relation to disability. This work is championed by a Disability and Access officer who has developed policy and the Disability Equality Scheme with staff across the museum.

A Gender Equality Scheme is being developed, but there has not yet been a great deal of focus on gender and other equality issues, outside of those related to employment. The museum attracts a high percentage of women and has a large proportion of female staff. A working party focused on sexual orientation related issues has recently been established. There has been a series of focus and advisory groups with key external partners and individuals which have looked at issues of faith in relation to collections, development of galleries and programming. The V&A states that it would welcome a Single Equality Scheme, which it feels would assist in having an integrated comprehensive approach to E&D.

Key success factors for diversity and inclusion

- Cross-departmental structures in the Access Inclusion and Diversity Strategy and Implementation groups for leading on diversity and inclusion.
- Leadership endorsement for diversity and inclusion initiatives and acknowledgement of the successes have validated the effort invested and strengthened the V&A's position within its sector.
- External drivers such as DCMS and HLF funding agreements and, for example, the need to contribute to Treasury targets under PSA3.
- Support and enthusiastic commitment of key staff within the museum have helped drive and strengthen efforts including staff from diverse and BAME backgrounds and those with relevant expertise in relation to diversity.
- Collections that illustrate cultural diversity, and which feature in gallery developments.
- A varied and innovative public programme based on these collections – ranging from large scale exhibitions to smaller scale community initiatives which bring in diverse audiences.
- Partnerships with key external organisations including in the BAME cultural and heritage sector.

Key challenges

- Pressures on competing resources, for example, reduced grant - in real terms - from the Government.
- Ensuring core funding for this work and sustaining successful initiatives after short term funding.
- Ensuring all staff incorporate diversity into their work rather than just those with a specialist brief.
- Ensuring diversity is embedded into all aspects of the V&A's work and not just project based.
- Clarity around priorities and targets - including those from DCMS.
- More diverse representation and knowledge of diversity issues at trustee level to improve the diversity and equality steer at that level.

- Development of effective consultation mechanisms and external partnerships that reflect and represent the diverse interests of society.
- Remaining pockets of staff who think diversity is not relevant to their roles and is the responsibility of specialist staff.
- At times, there is a lack of clarity around priorities and targets related to E&D, set by DCMS.
- Insufficient diversity at the level of the Trustee Board means that the Board does not reflect the range of potential talent and might weaken the diversity and equality steer at that level.

Outcomes

One of the most distinctive aspects of the V&A has been the work on developing good relations between people of different racial groups. Looking at the programmes, galleries and exhibitions, one sees people from diverse cultures and faiths, learning together about each other's cultures, art and heritage. The V&A is a national and international platform for diverse cultures and artists, and can therefore contribute to enhanced prestige, appreciation and pride for diverse cultures within a mainstream institution and can contribute to what culture means in Britain today. These activities in the museum itself are complemented by a range of outreach programmes with local community organisations and educational institutions, all aimed at promoting and encouraging an appreciation of diversity and inclusion.

Interestingly, one of the main objectives in 1852 when the V&A was created was to provide a means for ordinary British people to relate to their cultural heritage and have a shared understanding of what was important in British society. This aim was explicitly developed with the objective of lessening the appeal of revolutionary thoughts and actions that appeared to be sweeping through Europe at the time. In today's diverse Britain, culture and heritage of all the communities are reflected in the work of the V&A with the manifest objective of encouraging and facilitating learning and understanding of this diversity.

Key achievements

- Gallery developments, in particular, the Jameel Gallery of Middle Eastern Islamic Art and the accompanying programme.
- Specific exhibitions, such as Black British Style. Encounters – the meeting of Asia and Europe 1500 - 1700; Bollywood and other specially designed exhibitions.
- Researching the African Diaspora collections and related programmes.
- Year round South Asian, Chinese and intercultural programmes.
- Introduction of diversity into the performance framework.

Part Four: Overall Observations

A central aim of the public duties has been to move equality from the reactive to the proactive, by requiring organisations to develop strategic approaches informed by good data on the impact of their policies and practices. Outlined below are our overall observations on the areas where proactive measures have influenced the implementation of the public duties to achieve real outcomes.

6.1 Implementing the Public Sector Equality Duties – clarity in goals and vision

From the survey, stakeholder conversations and the case studies, it is apparent that organisations have learnt from the implementation of the race duty and have embraced the disability and the gender duties with the 'spirit' that they make a difference and do influence both the planning and the implementation of services.

Clearly one of the lessons from the implementation of the race duty is the importance of having clear goals linked to organisational and community requirements.

We have seen this clarity with the implementation of the disability equality schemes and, as a result, it is perhaps easier to show the positive impact of the measures taken.

From the case studies, it is clear that it is important that equality objectives and action plans are not set in stone but are realistic, challenged and evaluated periodically. It is the end goal that needs the laser-like focus, the action plans will, and should evolve.

6.2 Achieving outcomes – communicating the benefits

The survey results were encouraging in terms of demonstrating the impact of the duties. Many respondent organisations have identified meaningful and measurable outcomes in a number of areas. Findings from the stakeholder workshops and the case study organisations; and from practitioners and leaders have reinforced the point that where

practical seeing outcomes and impact are seen as key motivators for sustaining and building on progress.

Clarity on defining desirable and achievable outcomes, determining the process for measurement and reporting are crucial for achieving success. The key outcome areas where the public duties have had an impact are:

- Engaging with stakeholders and the community
- User Involvement
- User satisfaction
- Enhanced community relations
- Leadership commitment
- Employee perceptions.

The highest areas of impact across the board were: increased awareness and commitment; more representative workforce; engaging stakeholders and community; and enhanced commitment from leaders.

Equality legislation can provoke a negative reaction; it is therefore even more important where a new concept (such as the public sector equality duty) is shown to have a positive impact that this is effectively communicated.

6.3 Leadership and employee commitment

A consistent finding from the case studies is that effectiveness and success of the implementation of equality schemes and equality and diversity strategies is influenced by the level of commitment from senior leaders and how this is encouraged within the organisation.

The CPS, CSCI, TfL and London Borough of Lewisham also highlight the point that role clarity and accountability are significant contributors.

Without genuine buy-in from senior leaders, mainstreaming will not (and cannot) occur.

Whilst this senior leadership buy-in is a pre-requisite for successful implementation of the public duties, it is not sufficient. Making race equality, for instance, a part of everyone's job does mean everyone in the organisation has to understand what this entails and be committed to doing it.

It is vital that the commitment is kept fresh and in alignment with current trends. Periodic briefing sessions and/or training programmes help achieve this. Additionally, integrating the messages as part of overall communication strategies and development programmes are part of organisational planning and business planning.

Ultimately, once an organisation has clear equality goals in place then, through its performance management processes it needs to hold employees accountable for progress. This needs to start at the top but then cascade down through the organisation.

6.4 Workforce composition - changing the profile of the organisation

Employee monitoring has become efficient and effective in some parts of the public sector; Local Government is manifestly leading the way here. Stakeholder sessions elaborated on this; and the recent report by the former Commission for Race Equality expressed concern that Central Government Departments in particular are not setting a good role model in this area.

Our research findings from the survey and the case studies do highlight that senior teams are acutely aware of the composition of their workforce; and are challenged by how to affect real changes in the areas of recruitment and developing succession planning policies.

Clearly this requires tremendous drive, commitment and measurement. From our evidence both the CPS and London Borough of Lewisham have made significant strides along this path; and others too are actively seeking improvements.

Again – a key message here is to give people confidence that they can make a difference – and the best way of doing this is by sharing the steps that organisations have successfully taken to bring more diversity into their organisations.

6.5 Community engagement – ‘going beyond the rhetoric’

The survey results and the case studies do show that the public duties have made a real difference in developing good community relations and also influencing engagement with the communities – consultation and communication.

Most of the case study organisations show the importance of feedback from service users and staff in defining equality challenges and how they can be addressed. The TfL case study, for example outlines an approach to involvement and consultation with disabled people that includes a ‘Citizens’ Jury’ process, with an Action Plan based on feedback from this consultation as well as from the results of research and monitoring.

This direct contact is critical. Moreover, it is strengthened when this is not one-off consultation but on-going involvement.

6.6 Impact assessment – helping effective delivery

There has been a lot of wider discussion on the impact assessment processes, which can be seen as too complex and appreciation of the benefits is not always readily apparent.

Some of the case study organisations have taken a pragmatic approach and have focused well on the policy areas where they have conducted impact assessments – LBL has made significant strides here in terms of winning commitment; and also making the process coherent and easy to use.

Equality impact assessments when carried out effectively can have a major influence on how well organisations are able to identify areas where more attention is needed and focus on priorities.

Discussions with the case study organisations and the stakeholder workshops have indicated that Equality and Diversity leads in organisations would benefit from integrated approaches (i.e., across the equality dimensions) to setting priorities and assessing performance.