

RACE EQUALITY STRATEGY

CONSULTATION DOCUMENT



Ministerial foreword

Tackling the root causes of racial inequalities within Northern Ireland society will not be easy because many of the issues covered are difficult and complex. But, in the face of the mounting evidence of the inequalities encountered daily by members of our minority ethnic communities, to do nothing is *not* an option.

The Northern Ireland Executive recognised the need for action and had committed itself to producing a cross-departmental strategy to tackle racial inequalities. Work on the strategy was fairly far advanced when devolution was suspended. I am determined that there should be no delay in taking this work forward. So I have decided that the draft strategy should be put out to consultation as planned.

Government is in a unique position to make a positive change to the lives of members of the minority ethnic communities in Northern Ireland. A significant start has already been made with the setting up of a Race Equality Unit in the Office of the First Minister and Deputy First Minister. A fund has also been created to support the work of minority ethnic voluntary organisations and projects to promote good relations between people of different ethnic groups.

But we can do more across all the structures of government within Northern Ireland. The draft strategy set out in this consultation document provides a framework for this action.

Ministerial foreword

The draft was prepared by a working group set up under the Promoting Social Inclusion element of the New Targeting Social Need policy. The group was made up of representatives from Government Departments, the Equality Commission for Northern Ireland, relevant statutory agencies, minority ethnic community representatives and community/voluntary organisations. I greatly appreciate the expertise, time and effort that working group members devoted to this work.

I recognise that it is essential that community and voluntary organisations, especially those representing the minority ethnic communities, continue to play an integral part in the further development and implementation of the strategy.

That is why at this stage, I have decided to accept one of the key proposals made by the working group i.e. to set up a race forum. This forum will include representatives from both the statutory and community/voluntary sectors. Following the outcome of this consultation, one of its first responsibilities will be to help to draw up an action plan to implement the strategy and to monitor and review progress.

I encourage you to read this consultation paper and let us have your views. All views received will be valuable in developing a strategy that will truly point to the action we need to take to

Ministerial foreword

achieve our vision of a Northern Ireland in which:

racial diversity is valued and respected, where racism is not tolerated and where we can all live together and enjoy equality of opportunity and equal protection.

A handwritten signature in black ink, appearing to read 'Des Browne', with a horizontal line underneath it.

Des Browne MP
Parliamentary Under Secretary of State
at the Northern Ireland Office

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Introduction and background

- 1.1 In its Programme for Government the Northern Ireland Executive set out a vision for a wider community in which all citizens can fully and freely participate. A community where equality, human rights, mutual trust and respect must be core values and where citizens must be able to realise their full potential and live free from poverty¹.
- 1.2 To this end, the Programme for Government 2002-2005 undertook to *“bring forward a cross-departmental strategy to tackle racial inequalities, with subsequent implementation”*².

Race Equality Strategy

- 1.3 This document sets out a consultation draft of the strategy. It proposes seven strategic aims that Government in Northern Ireland will pursue in tackling inequalities and the principles that underpin the strategic aims. It provides a framework for action by individual Departments and agencies. It also sets out how Departments will work in partnership with others in pursuit of the strategic aims. And, finally, it maps out how we might measure the success of the strategy.
- 1.4 Work has already begun to achieve the strategic aims. Departments, individually and working in partnership with each other and others (including the Equality Commission for Northern Ireland and minority ethnic groups), already are

1 Northern Ireland Programme for Government 2002-2005: Making a Difference, Section 2.1

2 Northern Ireland Programme for Government 2002-2005: Making a Difference, Section 2.3, indent 4 page 15

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Introduction and background

engaged in a wide variety of initiatives that will contribute to meeting the strategic aims.

- 1.5 The strategy is intended to last for five years initially. Following the consultation, working with minority ethnic people and their representatives, we will develop an action plan to implement the strategy. During the life of the strategy, progress towards meeting the strategic aims will be measured. Towards the end of the five-year period, we will review progress with a view to determining the way forward.

About this consultation paper

- 1.6 This consultation paper was prepared by a working group set up under the Promoting Social Inclusion element of the New Targeting Social Need policy. The group was chaired by the Office of the First Minister and Deputy First Minister and was made up of representatives from Government Departments, relevant statutory agencies and voluntary organisations. The group received views and assistance from the Promoting Social Inclusion Working Group on Travellers.
- 1.7 We would like to hear views on both the strategy itself and to obtain responses to the questions asked throughout the paper. A summary of the questions can be found at Annex 1. It is vital that we receive as many comments as possible as they will help to inform the strategy and ensure that it is well adapted to meet its aims. The consultation period will last from 25th February 2003 to 30th

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Introduction and background

May 2003. We hope to publish the strategy, together with an action plan, in Autumn 2003.

- 1.8** This consultation paper and the eventual Strategy are concerned with issues that affect *all* people in Northern Ireland who are from minority ethnic backgrounds, including Travellers. **The Race Relations (Northern Ireland) Order 1997** recognises Irish Travellers as a racial group. It defines the Irish Traveller community as *“a community of people commonly so called who are identified (by themselves and others) as people with a shared history, culture and traditions, including, historically, a nomadic way of life on the island of Ireland.”* Any reference in this document to “members of minority ethnic communities” includes Travellers.
- 1.9** In recognition of the particular difficulties encountered by members of the Traveller community, Government set up a separate Promoting Social Inclusion Working Group to make recommendations on the action required to improve the quality of life of Travellers. Following consultation on the recommendations in the working group report, the Government published its strategic response on 25th February 2003³.
- 1.10** The strategic aims and principles set out in this draft Race Equality Strategy apply equally to the implementation of the Government’s response to the recommendations in the Promoting Social Inclusion Working Group Report on Travellers.

3 A response to the Recommendations in the PSI Working Group Report on Travellers -available at www.newtsni.gov.uk

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Introduction and background

UK National Action Plan Against Racism

- 1.11** It is intended that the Race Equality Strategy will form the backbone of Northern Ireland's input to the United Kingdom's National Action Plan to combat racism, arising from the world conference against racism held in Durban in 2001.

Equality assessment

- 1.12** We have included, at Annex 2, an assessment of the equality impact of the proposals in this document. This document deals with an overarching and high-level strategy which, when implemented, may generate a number of Departmental policies. The relevant Department or Departments will consider these policies for Equality Impact Assessment. Nonetheless, through the consultation process, we would value your views on the assessment. This will inform final decisions to be taken by Ministers.
- 1.13** We believe that the proposals in this document, which aim to promote race equality, will help to raise awareness of the issues and responsibilities in this area. They will foster community relations and thus promote greater social cohesion and equality of opportunity for everyone in Northern Ireland.
- 1.14** Chapter 9 details how people can let us know their thoughts on this paper and the questions asked. We welcome and take account of all responses and would encourage everyone to make their views known to us.

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*Minority ethnic communities in Northern Ireland***The size and diversity of minority ethnic communities in Northern Ireland**

- 2.1 The 2001 Census, which included a question on ethnicity, provides the first details of the current size and make up of the minority ethnic communities in Northern Ireland⁴. The Census also reveals the diversity of the minority ethnic population. As well as the Chinese, Indian, Pakistani and Irish Traveller communities, there are people from the following ethnic backgrounds: Vietnamese, Bangladeshi, Latin-American, Jewish, African, Portuguese, Filipino and South Korean. There is also a significant number of refugees and asylum-seekers from many countries living here.

Key issues affecting minority ethnic communities in Northern Ireland

- 2.2 There is significant diversity of needs and problems both across and within minority ethnic communities in Northern Ireland. However, there has been a growing amount of research undertaken in recent years about common issues and problems faced by the main minority ethnic communities. This has led to a growing recognition of the social exclusion, disadvantaged position and racism⁵ experienced by people of minority ethnic backgrounds.

4 Certain minority ethnic representative groups have expressed concern that the Census has not yielded accurate data in relation to certain minority ethnic populations because of low participation rates.

5 "Racism can be understood as a collective term that refers to all of those ideas, beliefs, actions, customs, practices and policies that have the effect of disadvantaging and/or discriminating against members of particular ethnic groups. The defining feature of racism is therefore the outcomes of particular activities rather than whether those responsible for such activities intentionally wish to disadvantage or discriminate against others." Dr Paul Connolly

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Minority ethnic communities in Northern Ireland

There is also a recognition of the need for capacity building measures and resources required to enable minority ethnic people to participate in public, economic, social and cultural life.

2.3 Dr Paul Connolly's report "*'Race' and Racism in Northern Ireland: A Review of the Research Evidence*"⁶ provides a comprehensive and accessible overview of the research evidence. While the report acknowledges that much research still needs to be done, it concludes, "the increasing evidence clearly highlights the reality of racism in Northern Ireland and some of the key problems faced by minority ethnic people". It identifies two over-arching challenges facing policy makers and service providers:

- *The need for different Departments, agencies and other bodies and voluntary organisations to work together in new and imaginative ways to begin to address the problems faced by minority ethnic people; and*
- *The need for all service providers to 'mainstream' racial equality issues within their particular areas of responsibility. This includes the establishment of effective monitoring and consultation systems to ensure that racial equality is given due consideration in all aspects of service development and provision.*⁷

6 The report was commissioned by the Office of the First Minister and the Deputy First Minister and is available at

<http://www.research.ofmdfmi.gov.uk/raceandracism/index.htm>

7 *ibid* page iii

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Minority ethnic communities in Northern Ireland

Question 1: *Do you agree that these are the over-arching challenges facing policy makers and service providers? Are there any others which should be included in the strategy?*

2.4 The review of research evidence identifies five particular “cross-cutting”⁸ issues that disproportionately affect the minority ethnic population. These issues need to be addressed. They are:

The language barrier – a proportion of people from minority ethnic communities do not have English as a first language. Poor or no English causes particular problems for these people in relation to access to services such as health, education and training and employment.

Lack of information – there is a lack of information accessible to minority ethnic people about the services that are available to them or to which they are entitled.

Training needs of staff – lack of understanding or cultural sensitivity among public sector staff of the needs of minority ethnic people when trying to access public services.

The cultural needs of minority ethnic people – the need within public services (for example, hospitals, schools etc.) to recognise and provide for the basic cultural needs of minority ethnic people, especially in terms of catering for diet and religious observance.

8 By “cross-cutting” issues we mean issues that affect more than one Department or agency.

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Minority ethnic communities in Northern Ireland

Racial prejudice and racist harassment

Racial prejudice - there is a significant degree of ignorance and lack of understanding in Northern Ireland about the needs and concerns of minority ethnic people as well as a worrying level of prejudice against communities and individuals. These attitudes have all too often been reinforced by the media. There are significantly more negative attitudes towards Travellers than any other minority ethnic group⁹. This prejudice and lack of understanding has, increasingly, translated into people's behaviour.

Racist Harassment - for many people from minority ethnic communities racist harassment is a persistent factor in their life in Northern Ireland. Incidents have been reported involving men, women, children and the elderly. Incidents have been reported in rural areas as well as cities, in the home, place of work, the street, in bars and in leisure centres. Incidents occur throughout the year and at all times of the day and night¹⁰. Racist harassment, from name calling through to physical assault, reminds minority ethnic people that they are excluded from aspects of wider Northern Ireland society and reinforces that exclusion. It can act as a strong deterrent to many minority ethnic people in applying for certain jobs, choosing to live in certain areas and making

9 See *A Wake-call on race: a report for the Equality Commission of Northern Ireland* by Paul McGill and Quintin Oliver, March 2002.

10 See *Overview Analysis of Racist Incidents Recorded in Northern Ireland by the RUC 1996-1999 (2002)* published by the Office of the First Minister and the Deputy First Minister and available at <http://www.research.ofmdfmi.gov.uk/racistincidents/index.htm>

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Minority ethnic communities in Northern Ireland

use of social and health care services. It can restrict the type of social activities people can engage in and can make people prisoners in their own home. It is essential that we acknowledge the level of racism and racial harassment in Northern Ireland society and act to combat it.

Question 2: *Do you agree that these are the main issues affecting members of minority ethnic communities in Northern Ireland? Are there any other issues that should be addressed in the strategy?*

2.5 Research evidence has also identified issues that relate to specific service areas and have implications for particular Government Departments or agencies. Examples of particular issues, under several main topics, are listed below:

- training and employment:

the occupational segregation of the minority ethnic population¹¹;

need for English language courses at different levels;

childcare arrangements;¹²

long-term unemployment of Irish Travellers; and,

recognition of foreign qualifications.

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Especially the Chinese and Bangladeshi communities in the catering industry
Difficulties over language, cultural appropriateness and unsociable working hours.

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Minority ethnic communities in Northern Ireland

- housing and accommodation:

overcrowding;¹³

provision of care and/or sheltered accommodation to meet the needs of minority ethnic elderly people; and

the provision of Traveller sites

- health:

the need for Traveller specific health strategies;

low levels of GP registration among some minority ethnic communities; and

the psychological needs of refugees and asylum seekers.

- education:

the need for additional support for children who have English as a second language;

a multi-cultural and anti-racist curriculum;

relations between teachers and parents (difficulties of language and meeting times); and

serious underachievement of Traveller children.

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Need for research into nature and cause of higher levels of overcrowding among minority ethnic communities.

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Minority ethnic communities in Northern Ireland

- the criminal justice system; and

mistrust between the police service and minority ethnic communities particularly Irish Travellers

- immigration, asylum and migrant workers.

travel costs for asylum seekers to attend asylum interviews;

exploitation of migrant workers; and

care of asylum seekers in detention areas.

The specific needs of minority ethnic people in relation to these particular areas have to be taken together with the general issues outlined above in 2.4.

- 2.6** Many service areas are not covered simply because no research has been completed for that area to date. This also applies to the needs and difficulties of smaller minority ethnic communities in accessing services. As the report states¹⁴: *" the diversity and complexity of the needs identified draw attention to the importance of developing a systematic system of research, monitoring and evaluation in order to maintain an understanding of the differing needs of each community and of the effectiveness of existing programmes of intervention."*

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Minority ethnic communities in Northern Ireland

Question 3: Do you agree that these are the service areas that should be included within the strategy? Are there any other areas?

Asylum seekers and refugees¹⁵

- 2.7** Any strategy dealing with the inequalities faced by minority ethnic people living in Northern Ireland would be deficient if it did not take account of asylum seekers and refugees. Immigration, including policy on asylum seekers, is an excepted matter under paragraph 8 of Schedule 2 of the Northern Ireland Act 1998 and therefore the responsibility of the Home Office. However several Northern Ireland Departments are responsible for providing services to asylum seekers in areas such as accommodation and healthcare. There is a need for good co-operation and co-ordination to ensure that the needs of asylum seekers are addressed.
- 2.8** There are conflicting estimates of the number of refugees and asylum seekers in Northern Ireland. Estimates vary between 300 and 2,000. While they share many of the problems of other minority ethnic people, research has pointed to particular problems suffered by asylum seekers and refugees. These are mainly financial, educational, health, accommodation and communication based. They are often also

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An asylum seeker is a person from overseas who has come to the United Kingdom and claims asylum from persecution in their home country. While the claim is being assessed the person is considered as an asylum seeker. Once the Home Office has made a decision on the claim, the person is either granted permission to stay (becoming known as a refugee) or is refused permission to remain in the United Kingdom. A refugee is generally entitled to the same services as a citizen of the United Kingdom.

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Minority ethnic communities in Northern Ireland

faced with legal issues relating to their residence status.

- 2.9** The National Asylum Support Service, a Home Office body, chairs a co-ordinating group which includes Northern Ireland Departments, or their appropriate non-departmental public bodies with responsibility for services to refugees and asylum seekers. This group also has a number of thematic groups e.g. health, education and legal.

Migrant workers

- 2.10** The lack of data about migrant workers in Northern Ireland masks both their numbers and the difficulties they face. However there is a growing awareness of the issues surrounding these workers, with the media highlighting several recent cases of the disadvantages experienced by such workers. The Home Office has responsibility for immigration matters, the issue of work permits and enforcement action against illegal working.
- 2.11** However, there are many important issues around the provision of services to migrant workers that fall to individual Northern Ireland Department and agencies to consider. Workers' lack of knowledge of their rights can allow them to be exploited. This is an issue that needs to be addressed in a coordinated manner by both the statutory and voluntary sector. There is also the issue of relations between growing numbers of migrant workers and local residents in certain locations, which will require attention.

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The legislative framework

- 3.1** The Race Equality Strategy will, of course, operate within the context of existing legislation and proposed legislation in this area¹⁶. This is summarised below.

Race Relations (Northern Ireland) Order 1997

- 3.2** The Race Relations (Northern Ireland) Order 1997 defines “racial groups” as “a group of persons defined by reference to colour, race, nationality or ethnic or national origins”. It explicitly defines Irish Travellers as a “racial group” in that they are “a community of people commonly so called who are identified by themselves and by others as people with a shared history, culture and traditions, including historically a nomadic way of life on the island of Ireland”.
- 3.3** The Order makes it unlawful to discriminate, either directly or indirectly on racial grounds in the areas of employment and training; education; the provision of goods, facilities or services; the disposal and management of premises and advertisements. It also places a statutory duty on district councils to make appropriate arrangements with a view to ensuring that their various functions are carried out with due regard to the need:
- (a) to eliminate unlawful racial discrimination;
 - and

¹⁶ This section is intended to describe succinctly key elements of the legal framework within which the Race Equality Strategy operates. It is not intended to be a comprehensive account of all the relevant legislation. Other legislation, such as the Children (Northern Ireland) Order 1995 and the Public Order (Northern Ireland) Order 1987, is relevant here.

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The legislative framework

- (b) to promote equality of opportunity, and good relations, between persons of different racial groups.

The Northern Ireland Act 1998

3.4 Section 75 of the Northern Ireland Act 1998 requires Departments and other public authorities (including appropriate UK Departments operating in Northern Ireland and district councils) in carrying out their functions relating to Northern Ireland to have due regard to the need to promote equality of opportunity:

- between persons of different religious belief, political opinion, **racial group**, age, marital status or sexual orientation;
- between men and women generally;
- between persons with a disability and persons without; and
- between persons with dependants and persons without.

3.5 In addition, without prejudice to the obligation above, Departments and other public authorities, in carrying out their functions relating to Northern Ireland, must have regard to the desirability of promoting good relations between persons of different religious belief, political opinion or **racial group**.

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The legislative framework

Equality Commission for Northern Ireland

3.6 The Northern Ireland Act 1998 also provides for the Commission for Racial Equality (Northern Ireland), which was set up under the 1997 Race Relations Order, to be dissolved and for its functions to be exercised by the Equality Commission for Northern Ireland.

3.7 With regard to race equality, the three principle duties of the Equality Commission are:

- to work towards the elimination of discrimination;
- to promote equality of opportunity, and good relations, between persons of different racial groups generally; and
- to keep under review the working of the Order and, when it is so required by the Department¹⁷ or otherwise thinks it necessary, draw up and submit to the Department proposals for amending the Order.

Implementation of the European Union Race Directive

3.8 The European Union Council of Ministers adopted, under Article 13 of the Treaty of Amsterdam, the Race Directive in June 2000. The Directive provides for a comprehensive set of anti-discrimination measures to apply across Europe. Thus giving a guaranteed

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The legislative framework

minimum standard of legal protection for individuals against discrimination and harassment on the grounds of racial or ethnic origin, as well as ensuring a right of redress. The scope of the Directive is broad and extends to: the field of employment and vocational training; social protection and advantages; as well as education and goods, facilities and services which are available to the public, including housing. The Directive also permits member states to maintain or introduce specific positive action measures to prevent or compensate for disadvantages linked to racial or ethnic origin. Member states of the European Union (including the United Kingdom) must implement the Directive by July 2003. Consultation on Regulations is underway in Northern Ireland to implement the Directive's obligations.

The Single Equality Bill

- 3.9** The development of a single Equality Bill is an important element of the Northern Ireland equality agenda. The Minister announced on 19 November 2002 a new strategic approach to the development of equality legislation. Regulations to implement new obligations on race, sexual orientation, religion or belief and disability contained in the European Union Race and Framework Directives will be made in mid-2003. Consultation on proposals to implement the Directives is due to end on 4 April 2003. Work on the development of policy for a single Equality Bill will continue. The aim is to harmonise all existing anti-discrimination

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The legislative framework

legislation as far as practicable and update and extend taking account of developments in Great Britain, the Republic of Ireland and elsewhere.

How the strategy fits

- 3.10** The Race Equality Strategy is intended to complement the existing legislative framework. Legislation is important in deciding the principles that should govern behaviour and in setting minimum standards that must be observed. In this way, legislation can signal and bring about change. But change can also be influenced by action to make sure that the principles of law are incorporated into policies and practices as they are developed.

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Vision and principles

- 4.1 Tackling the problems that lead to the social exclusion of people from the minority ethnic communities in Northern Ireland is not just a moral imperative; it is also a social, economic and cultural one. People from minority ethnic communities have a vital contribution to make to the social, economic and cultural life of Northern Ireland.
- 4.2 Chapter 2 has set out some of the factors that lead to the social exclusion of people from minority ethnic backgrounds in Northern Ireland. These serve to highlight at least some of the factors that hinder and frustrate the full participation of people from minority ethnic backgrounds in the life of our community.

Vision

- 4.3 Central to the delivery of the Race Equality Strategy is the following vision:

A community in which racial diversity is valued and respected, where racism is not tolerated and where we can all live together and enjoy equality of opportunity and equal protection.

Question 4: *Do you consider this vision to be the right one? Does it cover everything that it should?*

The principles underpinning the Race Equality Strategy

- 4.4 Underpinning the Race Equality Strategy will be a set of principles that will influence all the

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Vision and principles

steps taken in delivering the strategy. All Departments, agencies and other relevant organisations will:

- respect and respond appropriately to the needs of people from minority ethnic communities;
- recognise diversity within minority ethnic communities in terms of, for example, age, gender, religious observance and life choices, and take account of it;
- identify and recognise the needs of individuals and avoid stereotyping on the basis of group characteristics;
- plan to take account of need, and respond flexibly to identified need;
- promote a partnership approach in which Departments, agencies, statutory bodies and voluntary organisations can work productively together;
- target efforts and available resources towards those in greatest social need;
- strengthen and build on the work which Departments are taking forward in the context of the obligations placed on them by section 75 of the Northern Ireland Act 1998; and

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Vision and principles

- recognise the need for meaningful, 'culturally appropriate', consultation with the minority ethnic sector.

Question 5: *Do you consider these principles to be correct? Do you think that they are appropriate? Do they cover everything they should? Are there any additional principles you would wish to see included?*

5

Aims of the Race Equality Strategy

5.1 Taking account of the research evidence, we have identified seven shared aims which point the strategic direction for Departments, agencies and other organisations, working individually and together, to make a significant difference to the lives of people from minority ethnic backgrounds.

- **To eliminate racial discrimination and promote equality of opportunity for people of different ethnic backgrounds in Northern Ireland.**
- **To increase equality of opportunity for minority ethnic people in accessing and benefiting from public services, including training, education and employment opportunities.**
- **To combat racism and provide protection against racist crime.**
- **To promote good relations and mutual respect between people of different ethnic backgrounds, including Irish Travellers.**
- **To increase awareness and understanding of and respect for, the different minority ethnic groups within Northern Ireland and their cultures and traditions.**
- **To increase participation of people from minority ethnic backgrounds in social, public, economic and cultural life.**

5

Aims of the Race Equality Strategy

- **To build capacity within minority ethnic communities to help minority ethnic people to contribute to achieving the strategic aims set out here.**

Question 6: Do you agree that these should be the aims of the strategy? Are the aims sufficiently comprehensive? Are there additional aims that you think should be included here?

Each of these aims is commented on in greater detail below.

5.2 To eliminate racial discrimination and promote equality of opportunity for people of different ethnic backgrounds in Northern Ireland.

The strategic aim is in line with the developing legislative framework. This strategy would propose that the needs of minority ethnic communities should *always* be taken account of. It also proposes that policies and practices should be designed to address the identified needs of minority ethnic people in a strategic manner across the administration.

5.3 To increase equality of opportunity for minority ethnic people in accessing and benefiting from public services, including training, education and employment opportunities.

If minority ethnic people are to play a full part in our society, it is essential that they should have access to all public services, including health, education and training and employment.

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Aims of the Race Equality Strategy

Services do not always respond appropriately to all the needs of people from minority ethnic backgrounds. They may not know about their entitlement to services. They may have difficulty in understanding what is said or written to them, or in saying what they require. They may be forced to rely on their children or others to act as interpreters. They may find that health, education and other services do not take account of their cultural or religious needs. They may find that public sector staff do not have the knowledge and understanding of the issues affecting minority ethnic people. This strategy should be a way of ensuring that structures and services are flexible enough to respond to the needs of minority ethnic people.

5.4 To combat racism and provide protection against racist crime.

The Northern Ireland Office remains responsible for criminal law and enforcement in Northern Ireland.

On 5 November 2002 the Northern Ireland Office launched a public consultation on race crime and sectarian crime legislation. The consultative paper, which has been made available in certain minority languages, describes the legislative background in Northern Ireland and in England and Wales and sets out four options for legislative change.¹⁸

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Aims of the Race Equality Strategy

There are also issues surrounding relationships between minority ethnic community members and the Police Service of Northern Ireland and the confidence that minority ethnic community members have in the Police Service.

5.5 To promote good relations and mutual respect between people of different ethnic backgrounds, including Irish Travellers.

Northern Ireland community relations policy has tended to focus on relations between the two main communities within Northern Ireland. The need to develop good relations between the majority communities and minority ethnic communities has tended to be overlooked. There are particular difficulties with relations between the Travellers and the settled community. Where diversity is recognised and valued there can be a sense of shared belonging and identity for all. Where it is ignored there is misunderstanding and mistrust leading to exclusion. This undermines people's sense of belonging and their capacity to contribute.

5.6 To increase awareness and understanding of and respect for, the different minority ethnic groups within Northern Ireland and their cultures and traditions.

Increasing awareness and respect for our ethnic and cultural diversity has two related dimensions, increasing awareness and respect within the Northern Ireland community and also ensuring that Northern Ireland service providers understand and address diverse needs.

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Aims of the Race Equality Strategy

5.7 To increase participation of people from minority ethnic backgrounds in social, public, economic and cultural life.

There is a need to look at all available opportunities for people from minority ethnic backgrounds to play as full a part as possible in all walks of life. This may involve outreach initiatives and devising new and innovative ways of engaging with people and involving them.

Government must act in an enabling role, helping to develop the potential for greater participation and engagement while simultaneously promoting and where appropriate, providing opportunities for minority ethnic people to be fully involved in civic society.

5.8 To build capacity within minority ethnic communities to help minority ethnic people to contribute to achieving the strategic aims set out here.

There is a growing recognition of the social exclusion, disadvantaged position and racism experienced by people of minority ethnic backgrounds. There is also a recognition of need for capacity building measures and resources required to enable minority ethnic people to participate in public, economic, social and cultural life.

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Aims of the Race Equality Strategy

However this is not just or even primarily about the provision of funding. It includes aspects of training and organisational and personal development and resource building. It may also involve working with communities to develop the capacity of members of those communities to help themselves.

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What have we done already?

- 6.1** In addition to the legislation set out in Chapter 3 Departments, agencies, the Equality Commission for Northern Ireland and other statutory bodies are already engaged in a wide range of activities which seek to address the challenges outlined in the strategy.
- 6.2** The activities vary according to specific areas of departmental/statutory body responsibility. Some involve action to overcome barriers to services that are intended to be universally available, e.g. consultation on interpretation and translation services for minority ethnic people or tackling language difficulties for minority ethnic people who are accessing health services. The Equality Commission has produced Good Practice Guides on Racial Equality in Education and in Health in partnership with the Department of Education and the Department for Health, Social Services and Public Safety, respectively.
- 6.3** For some time the Police Service of Northern Ireland has, in each police area, allocated responsibility to a specific police officer for liaison with members of minority ethnic groups as well as the monitoring and recording of racist incidents. It has recently, in partnership with the Equality Commission for Northern Ireland, drawn together statutory agencies to develop a common response to racial incidents.
- 6.4** Other actions are specifically targeted on a minority ethnic community or communities, e.g.

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What have we done already?

pilot accommodation schemes for the Traveller community.

- 6.5** There are also more broadly targeted actions which may be expected to help minority ethnic people, e.g. the recent guidance from the Department of Education on “Promoting Positive Behaviour in Schools” will assist schools in tackling unacceptable behaviour, such as bullying, including where bullying is racially motivated.

The Race Equality Unit

- 6.6** A Race Equality Unit has been set up within the Office of the First Minister and Deputy First Minister to promote race equality. This unit has central responsibility for policy relating to people from minority ethnic backgrounds. The role of this unit is set out in detail in section 7.7.

Support for minority ethnic voluntary organisations

- 6.7** Government recognises the vital role played by minority ethnic voluntary organisations in supporting people from minority ethnic backgrounds and the vital opportunities that they provide for involvement not only within their own communities, but also within the wider community.
- 6.8** Accordingly, in line with a commitment made in the Northern Ireland Executive’s Programme for Government 2001-2004¹⁹, a fund was set up to

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What have we done already?

support minority ethnic groups and projects that will contribute to the promotion of good relations between people of different ethnic groups. The Race Equality Unit within the Office of the First Minister and Deputy First Minister manages the fund, worth in excess of £440,000 for this financial year. A comprehensive and independent review of the fund will be undertaken during 2003-2004.

Race forum

- 6.9** A forum, which was recommended by both the Promoting Social Inclusion Working Group on Minority Ethnic People and the Promoting Social Inclusion Working Group on Travellers, is to be set up. Membership of the forum will include representatives from both the statutory sector and the community/voluntary sector.
- 6.10** Initially the forum's major responsibilities will be to:
- help to draw up an action plan to implement this strategy;
 - monitor and review progress on the action plan;
 - monitor and review progress on the implementation of the response to recommendations in the Promoting Social Inclusion Working Group Report on Travellers; and

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What have we done already?

- advise on issues relating to consultation of minority ethnic people.

6.11 The forum will fulfil its remit as necessary through issue-based thematic groups, which will explore issues in more detail. These thematic groups, which may be time-limited, will comprise representatives from Departments, statutory and voluntary/community organisations and other knowledgeable individuals as suggested by the forum. The forum will suggest membership, terms of reference, chair and reporting arrangements for the thematic groups. It is envisaged that one of the thematic groups will be charged with Travellers' issues and with overseeing the implementation of the response to the recommendations in the Promoting Social Inclusion Working Group Report on Travellers.

Ministerial agreement to the forum's suggestions will be required before any thematic group is established.

6.12 The agreed terms of reference for the forum and membership are at Annex 3.

Co-operation and co-ordination

6.13 Co-operation between the statutory and voluntary sectors is essential if we are to tackle race inequalities effectively. We have already been working closely with the community and voluntary sector through the promoting social inclusion working groups on both Travellers and minority ethnic people. This consultation

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What have we done already?

document is a product of that co-operation. And we will continue to co-operate during the consultation on and the implementation of the strategy. We will also co-operate, through the race forum, on the development of the Northern Ireland input to the UK National Action Plan Against Racism. Northern Ireland's input will be based around the Race Equality Strategy.

- 6.14** Officials maintain close links with officials from the Home Office, the Scottish Executive, the National Assembly for Wales and from the Republic of Ireland. They discuss issues of mutual concern and cooperation in the area of Race Equality, for example, National Action Plans Against Racism.

7

*And what do we do next? The implementation of the Race Equality Strategy***Developing an action plan**

- 7.1** As a first step towards implementing the strategy, an action plan will be developed by Departments working with minority ethnic people and their representatives through the race forum. It will include, where appropriate, contributions from agencies and non-departmental public bodies. The action plan will be co-ordinated by the Race Equality Unit within the Office of the First Minister and Deputy First Minister and will include contributions from individual Departments covering their specific areas of responsibility. The action plan will fit with the principles set out in Chapter 4. It will list the actions to be taken by the Department or Departments, and how the actions will contribute to achieving the strategic aims that are set out in Chapter 5. Each action will have a target date for completion. Where possible, an action will have a target output measure. The action plan will be submitted to Ministers for approval.
- 7.2** The action plan will be drawn up as soon as possible after the Race Equality Strategy has been agreed. It will have input from the race forum. The race forum will monitor and assess progress on implementation of the action plan, in the context of the Race Equality Strategy. The Office of the First Minister and Deputy First Minister will report annually to Ministers on the implementation of the action plan, taking account of the forum's comments.

7

And what do we do next? The implementation of the Race Equality Strategy

Structures and responsibilities

- 7.3 In order to ensure that the strategy is more than words on paper, there must be clear lines of responsibility and appropriate structures need to be in place to achieve a focused, joined-up and targeted approach.
- 7.4 The following section sets out who does what and proposes a new structure to oversee the detailed work on the implementation of the strategy.

Ministerial responsibility for the strategy

- 7.5 While devolved government is suspended, Des Browne, Parliamentary Under Secretary of State in the Northern Ireland Office, has responsibility for equality issues, including this strategy. He, together with his Ministerial colleagues will have responsibility for driving forward work on implementing the strategy.
- 7.6 Ministers and Departments will keep the public well informed of major developments and achievements on this strategy by way of Ministerial announcements, press releases and speeches, as well as through the race forum.

Race Equality Unit

- 7.7 The Office of the First Minister and Deputy First Minister has a central role in relation to the other Northern Ireland Departments. The Race Equality Unit within the Office of the

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And what do we do next? The implementation of the Race Equality Strategy

First Minister and Deputy First Minister has the following roles:

- promoting awareness of race and minority ethnic issues across all Northern Ireland Departments;
- advising Ministers on how policy and programmes might impact on people from minority ethnic backgrounds;
- servicing the race forum to drive forward policy on people from minority ethnic backgrounds. This includes challenging obstacles to the implementation of the Race Equality Strategy and supporting the chair in ensuring that the forum achieves its objectives. This requires the unit to:
 - Have major input to the co-ordination and implementation of the forum's work programme, and to reporting progress;
 - Encourage as appropriate joint working across Northern Ireland Departments and the Northern Ireland Office; and
 - Build partnerships where necessary with the voluntary sector and other relevant interested parties.
- advising Ministers and their Departments on how they can take account of issues relating to people from minority ethnic backgrounds in their work: including identifying and disseminating best practice and challenging where necessary;

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And what do we do next? The implementation of the Race Equality Strategy

- managing a funding scheme to support minority ethnic groups and projects which promote good relations between people from different ethnic backgrounds; and
- maintaining an awareness of relevant policy developments at United Nations, European Union and United Kingdom levels, liaising as appropriate with Whitehall Departments, Scotland, Wales and the Republic of Ireland and provide Northern Ireland input to relevant United Kingdom wide reports.

Responsibilities of individual Departments and agencies

7.8 There is a range of practical measures which would be important first steps towards the implementation of the overall strategy and which could be taken by relevant Departments and agencies. These include:

- the development of policies based on the aims and principles provided in this document;
- communication to all staff of the strategy and Departments' commitment to it; and
- cascading the strategy to non-departmental public bodies and other service providers and encouraging them and/or working with them to ensure its effective implementation.

7

And what do we do next? The implementation of the Race Equality Strategy

These are in line with Departments' work to meet their obligations under section 75 of the Northern Ireland Act 1998.

Working together and working in partnership

- 7.9** However, while there is much that can be achieved and has already been achieved, by Departments working independently, full and effective implementation of this strategy will only be achieved by Departments working together and, where appropriate, in partnership with the voluntary and other sectors.
- 7.10** By working together and in partnership, Departments and other organisations can make the best use of inevitably limited resources and can share examples of best practice. To promote partnership working and to help implement the Race Equality Strategy, it is proposed that a race forum is established.

8

Monitoring and reviewing progress

- 8.1** While Departments have extensive information and research bases, the information that is currently held about people from minority ethnic backgrounds is incomplete. Departments are working together to improve the quality and scope of the information available in relation to section 75 categories generally and to share information with each other.
- 8.2** Our ability to monitor progress under the Race Equality Strategy and the achievement of the strategic aims set by it will be hampered by the gaps in statistical data. This data is needed to provide the baselines against which progress can be targeted and monitored. Without knowing the 'starting position' it is difficult to set and monitor targets.
- 8.3** The emphasis within the context of this strategy will therefore be on improving administrative data in areas such as housing, education, employment, health, etc. and where possible, enhancing surveys to provide a specific focus on minority ethnic people. In other words, improving the information base must itself be a target.
- 8.4** The 2001 Census has provided the first details of the current size and make up of the minority ethnic communities in Northern Ireland²⁰. The race forum will wish to draw attention to, and make recommendations concerning data gaps and monitoring in the context of the Research and Information

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Certain minority ethnic representative groups have expressed concern that the Census has not yielded accurate data in relation to certain minority ethnic populations because of low participation rates.

8

Monitoring and reviewing progress

Strategy which was issued for consultation on 19 December 2002.²¹

- 8.5** Seven strategic aims have been proposed for the strategy. We would propose correspondingly high-level, aspirational and challenging measures should be set in respect of each of these within the limitations of existing base-line information. The high-level measures will be supplemented by Departmental specific output targets. These will be created by individual Departments and outlined in the action plan to be developed for publication with the finalised strategy. Departments will liaise with the race forum in the development of the action plan.

Setting high-level measures

- 8.6** The following table is intended to suggest possible areas in which measures could be set to monitor success in achieving the strategic aims and the sort of measures that *might* be set. Final measures will be set in the light of the Departmental targets contained within the action plan.

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Cross Departmental Equality and Social Need Research and Information Strategy: A Consultation Document - copies can be viewed at www.consultationni.gov.uk/cross/

Strategic Aims of the Race Equality Strategy and Possible High-Level Measures

Aim Measures of success in achieving aim

To eliminate racial discrimination and promote equality of opportunity for people of different ethnic backgrounds in Northern Ireland	<ul style="list-style-type: none"> Implementation of legislation – creation of single equality bill
To increase equality of opportunity for minority ethnic people in accessing and benefiting from public services, including training, education and employment opportunities	<ul style="list-style-type: none"> % of staff receiving anti-racist training Baselining current levels of take up of benefits/services by minority ethnic people and then monitoring and evaluating change (this will apply to most Depts and will take time)
To combat racism and provide protection against racist crime	<ul style="list-style-type: none"> % reduction in racially motivated crime % reduction in racist bullying in schools
To promote good relations and mutual respect between people of different ethnic backgrounds, including Irish Travellers	<ul style="list-style-type: none"> % reduction in racial prejudice recorded through public attitude surveys

8

Monitoring and reviewing progress

Strategic Aims of the Race Equality Strategy and Possible High-Level Measures	
Measures of success in achieving aim	
Aim	
To increase awareness and respect for Northern Ireland's ethnic and cultural diversity	<ul style="list-style-type: none"> • Number of events supported to highlight diversity • Educational activities (visits/ talks) to increase awareness (supporting open curriculum)
To increase participation of people from minority ethnic backgrounds in social, public, economic and cultural life	<ul style="list-style-type: none"> • % increase in minority ethnic representatives on board of governors, non-departmental public bodies, tribunals, etc. • % increase in number of volunteers in non minority ethnic areas • % increase in participants from minority ethnic sector in sporting/leisure activities (may be difficult to get figures – may need to sponsor specific events instead)
To build capacity within minority ethnic communities to help minority ethnic people to contribute to achieving the strategic aims set out here.	

9

Responding to the consultation

We want your views

- 9.1** To respond to this consultation paper, please send your comments, in writing, to:

Race Equality Unit
Office of the First Minister and
Deputy First Minister
Room E.3.19
Castle Buildings
Stormont
Belfast BT4 3SR
Or e-mail to: race.equality@ofmdfmni.gov.uk

- 9.2** This consultation paper will be available from all post offices and public libraries in Northern Ireland. It is being sent to:

- Members of Parliament;
- Members of the Legislative Assembly;
- District councillors and community representatives within Northern Ireland;
- Minority ethnic community representative groups;
- A wide range of voluntary and community organisations; and
- Statutory bodies both within Northern Ireland and Great Britain.

If you require additional copies of the consultation paper, please contact the above address or telephone 028 90 523248. The paper is also available on the New Targeting Social Need website at: <http://www.newtsnni.gov.uk>

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Responding to the consultation

- 9.3** An executive summary covering the main points contained within the consultation paper is also available. Alternative formats of the executive summary, including translations into certain minority ethnic languages, will be made available. Additional versions in other languages or formats (e.g. large type or audiotape) will be made available according to demand. Please contact the above address or telephone number.
- 9.4** The closing date for comments is **30th May 2003**. In order to ensure the full participation of the minority ethnic communities in the consultation, the Race Equality Unit of the Office of the First Minister and Deputy First Minister will co-ordinate a range of culturally appropriate regional and local events across Northern Ireland. They will do this in partnership with the voluntary and community sector.
- 9.5** All comments will be treated as public unless you state that you wish your comments to be treated in confidence when you send them to us. All comments will be considered when developing the strategy and a summary of responses will be placed on the New Targeting Social Need website.
- 9.6** Thank you for your interest in this consultation paper and we look forward to receiving your comments.

A1

Annex 1: Consultation questions

Question 1: Do you agree that these are the over-arching challenges facing policy makers and service providers? Are there any others which should be included in the strategy?

Question 2: Do you agree that these are the main issues affecting members of minority ethnic communities in Northern Ireland? Are there any other issues that should be addressed in the strategy?

Question 3: Are there any other specific service areas that should be included within the strategy? Why?

Question 4: Do you consider this vision to be the right one? Does it cover everything that it should?

Question 5: Do you consider these principles to be correct? Do you think that they are appropriate? Do they cover everything they should? Are there any additional principles you would wish to see included?

Question 6: Do you agree that these should be the aims of the strategy? Are the aims sufficiently comprehensive? Are there additional aims that you think should be included here?

A1

Annex 1: Consultation questions

Equality assessment consultation questions

- Are there any other data or information that might be drawn upon to assess the equality impact of the proposals in this strategy?
- Do you consider that the proposals have any positive or negative equality impacts on any of the groups included within Section 75 of the Northern Ireland Act 1998 and if so how?
- Do you consider that, taking account of existing legislation, there are alternative approaches to the promotion of racial equality, and, if so, what are they?
- Do you have any other comments on the assessment of the equality impact of these proposals?

A2

Annex 2: Equality assessment

Background

1. Section 75 of the Northern Ireland Act 1998, which came into force on 1st January 2000, states:

A public authority shall in carrying out its functions relating to Northern Ireland, have due regard to the need to promote equality of opportunity;

(a) between persons of different religious belief, political opinion, racial group, age, marital status or sexual orientation;

(b) between men and women generally;

(c) between persons with a disability and persons without; and

(d) between persons with dependants and persons without.

Without prejudice to its obligations above, a public authority shall, in carrying out its functions relating to Northern Ireland, have regard to the desirability of promoting good relations between persons of different religious belief, political opinion or racial group.

2. In line with commitments in its approved Equality Scheme, the Office of the First Minister and Deputy First Minister is committed to adhering to the principles of Section 75 of the Northern Ireland Act 1998 when reviewing and developing policy.

Consideration of available data and research

3. Up until very recently accurate and current statistics on issues relevant to racial equality have not been easy to obtain. The results of the 2001 Census have, for the first time, given us detailed figures on the ethnicity of the Northern Ireland population. It breaks this information down to: local government districts; ward level; education and library boards; health and social services boards; and parliamentary constituencies.²² However, substantial gaps in the available data remain. The proposals set out in the main strategy document will seek to address at least some of these gaps in the context of the Cross Departmental Equality and Social Need Research and Information Strategy which was launched for consultation on 19 December 2002²³.
4. Because of the population size most of the research in this area, including research sponsored by the Office of the First Minister and the Deputy First Minister (such as Dr Paul Connolly's recent reports on racism) has been qualitative to date. This research has clearly highlighted an "ethnic penalty" within Northern Ireland with regard to language, racist attitudes, exclusion of minority ethnic people, difficulties in accessing services and a general lack of understanding on the part of the so called "majority white" population. This research is

22 Certain minority ethnic representative groups have expressed concern that the Census has not yielded accurate data in relation to certain minority ethnic populations because of low participation rates.

23 Cross Departmental Equality and Social Need Research and Information Strategy: A Consultation Document - copies can be viewed at www.consultationni.gov.uk/cross/

A2

Annex 2: Equality assessment

thus of value in considering the differential impact on groups covered by section 75.

5. In drawing up this strategy to tackle racial inequalities and address this “ethnic penalty”, Government created a working group under the Promoting Social Inclusion initiative of the New Targeting Social Need policy. This working group inputted to and was consulted on the development of the strategy. It received the assistance of the Promoting Social Inclusion Working Group established to make recommendations on addressing the needs of Northern Ireland’s Traveller community.
6. Representatives on working groups were made up from the following organisations:
 - key statutory bodies (including the Equality Commission, the Northern Ireland Office, the Northern Ireland Housing Executive, the Police Service of Northern Ireland, as well as relevant Government Departments); and
 - voluntary and community groups working in the area of racial equality

Assessment of impact

7. On the basis of an analysis of research findings and consultations with the working groups, there is evidence that the negative effects of racism, racial attitudes and social exclusion impact differentially on persons of different racial groups.

8. The disadvantage currently experienced by the minority ethnic community in Northern Ireland must be addressed and our view is that this strategy should have a positive impact on equality of opportunity for persons of different racial groups. We also believe that as these recommendations are built on Section 75(ii), they should promote good relations between people of different racial groups and the majority population. In addition, we believe that an improvement in relationships, within and between communities, which is a main policy aim of this strategy, should promote greater social cohesion and equality of opportunity for everyone in Northern Ireland.

Consideration of mitigating measures or alternative policies

9. It is true that these proposals will have a positive impact on equality of opportunity for persons of different racial groups. It is also true that they will carry this positive impact in cross-over areas of Section 75 groups, i.e. different genders within the minority ethnic communities, minority ethnic people with/without disabilities or with/without dependants, age, religion, political opinion, marital status or sexual orientation.
10. It could be argued that by having a particular positive impact on persons of different racial groups that it must therefore have a negative (or less positive) impact on the other Section 75

A2

Annex 2: Equality assessment

groupings. However, given the evidence of the social exclusion and disadvantage experienced by the minority ethnic community, to do nothing to redress this situation is not a valid option. Any positive effect on this community is intended to reduce the disadvantage and social exclusion it experiences, i.e. “redress the imbalance”. It is not intended to disadvantage any other grouping in any way.

Consultation

11. To enable us to complete or refine this equality assessment of our proposals, we are seeking views on their equality impact through this consultation process.

Decision and publication

12. Taking account of this public consultation, the equality assessment will be completed and taken into account prior to final decisions by Ministers. It is our intention that the finalised equality assessment will then be published with the final strategy.

A2

Annex 2: Equality assessment

Equality assessment consultation questions

- Are there any other data or information that might be drawn upon to assess the equality impact of the proposals in this strategy?
- Do you consider that the proposals have any positive or negative equality impacts on any of the groups included within Section 75 of the Northern Ireland Act 1998 and if so how?
- Do you consider that, taking account of existing legislation, there are alternative approaches to the promotion of racial equality, and, if so, what are they?
- Do you have any other comments on the assessment of the equality impact of these proposals?

A3

Annex 3: Race forum: Terms of reference and membership structure

These terms of reference are intended to be a living document. They will be kept under review by the forum which can suggest amendments to Ministers at any time.

The race forum will:

- promote the aims and principles of the Race Equality Strategy;
- monitor and review progress on the implementation of the Race Equality Strategy, including actions arising from the Response to the Recommendations in the Promoting Social Inclusion Working Group Report on Travellers and report annually to Ministers;
- facilitate a partnership approach and joint working between Government Departments, statutory bodies, voluntary/community organisations, and other agencies, so as to help participating organisations avoid duplication of effort and share resources;
- provide an arena for exchange of information, identification of best practice and lessons learned, suggesting possible areas where more research is needed; and
- keep the effectiveness of current provision to the minority ethnic sector under review and make recommendations for further policy and strategy as appropriate.

A3

Annex 3: Race forum: Terms of reference and membership structure

In fulfilling these terms of reference the race forum will take account of relevant legislation and the wider policy environment.

Frequency of meetings

The forum will generally meet three times a year (not summer) but can meet more or less often depending on need.

Thematic groups

The forum will fulfil its remit as necessary through issue-based thematic groups, which will explore issues in more detail. These thematic groups may comprise representatives from Departments, statutory and voluntary/community organisations and other knowledgeable individuals as agreed by the forum. Membership, terms of reference and reporting arrangements for the thematic groups will be suggested by the forum and have Ministerial agreement before the thematic group is established. It is expected that one of the thematic groups will be concerned with the overseeing of the implementation of the Response to the Recommendations in the Promoting Social Inclusion Working Group Report on Travellers.

Chair

A senior official from the Office of the First Minister and Deputy First Minister will chair the forum.

A3

*Annex 3: Race forum: Terms of reference and membership structure***Meetings with Ministers**

Representatives of the forum will meet the Minister on a regular basis to report on progress and share issues of concern.

Support

The Race Equality Unit in the Office of the First Minister and Deputy First Minister will support the chair in ensuring that the forum fulfils its terms of reference. It will provide the secretariat to the forum. Part of its role will include the drafting of reports and other documents on behalf of the forum.

When recommending the creation of a thematic group, the forum will also make a recommendation as to which organisation would be most appropriate to chair and support the particular thematic group.

Review

The forum's operation and role will be reviewed as part of the general review of the Race Equality Strategy. An assessment will be made of the need to continue operation of the forum. The forum will, of course, be expected to have input into the assessment process.

Membership

Members of the forum will include officials from Government Departments and of key statutory

A3

Annex 3: Race forum: Terms of reference and membership structure

organisations and representatives of voluntary organisations. Members will be sufficiently senior to speak on behalf of their organisation and to commit them to action. The forum will review its membership from time to time.

Where the forum agrees, individuals may be seconded on to either the forum or a thematic group for a limited period. The Minister must approve all suggestions for membership to either the forum or the thematic groups.

Notes

Notes

