

<b>Title of Report</b>	Hackney Anti-Racism Action Plan - update
<b>For Consideration By</b>	Health and Wellbeing Board
<b>Meeting Date</b>	26th January 2023
<b>Classification</b>	Open
<b>Ward(s) Affected</b>	All
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Is this report for:

<input type="checkbox"/>	information
<input checked="" type="checkbox"/>	discussion
<input type="checkbox"/>	decision

Why is the report being brought to the Board?

The report outlines work underway to adopt an anti racism action plan for the Council by July 2023.

The plan will provide a framework to ensure consistent action and accountability across the Council. Partners will also be asked to also adopt the same approach. The action plan is aligned to the statement that has been adopted by London Councils Chief Executive's, the development of which was led by a working group chaired by Hackney. Tackling structural and systemic racism underpins the approach and we want all partners to focus on this and on what they need to change in their structures, systems and institutions.

As well as providing an update on the work being undertaken the develop the plan, the report highlights work that is most relevant to the health and wellbeing including;

- work scoped out by the health inequalities group which has helped mobilise taking an anti-racist approach to Neighbourhoods
- work led by Children's and Educations focused on anti-racism, which will also take forward in part the legacy of the improving outcomes for young black me work
- work led by mental health system

Has the report been considered at any other committee meeting of the Council or other stakeholders?

No

For discussion at the Health and Wellbeing Board:

- how do we ensure that across the system there is the shared understanding of what racism is and what anti-racism is as a prerequisite to tackling inequality? Can we co-design a learning session as a starting point, building on work already underway in Neighbourhoods?
- we need to involve partners from across the system to the outcome framework workshops sessions proposed - and invite partners to share their work on anti-racism that supports this

The main ways we will continue to link the Council led work with health and wellbeing partners will be via the Health Inequalities Steering Group and working with the Population Health Hub.

### **1. Background**

The Council and partners have been focusing on racial inequality at an individual, system and community level for the last five years. The 2018-22 Improving Outcomes for Young Black Men Strategy set out the [granular data about inequality](#) and a clear articulation of what is driving inequality in the [plans](#) adopted in 2018. This was based on resident insight and stakeholder views and focused on the opportunities for change in schools, mental health and youth justice system. With critical challenge from an external panel of evaluators from UEL and Runnymede (including the now Deputy Mayor for Social Integration), we were able to strengthen the focus on institutional racism, initiating work to look at leadership culture and workforce diversity corporately in 2019.

The public sector, including local government, has been grappling with tackling racial inequality for many years, but we have not as yet seen this leading to a positive impact on outcomes. The work progressed in Hackney has shown how institutions keep repeating the same patterns of bias and discrimination that are deeply embedded in society. This means that interventions are either not the right ones, are not sustained or do not lead to long term change. In July 2020, [a motion](#) was passed to work towards being an anti-racist organisation. This helped strengthen the focus on what we need to change within institutions rather than what institutions are more comfortable doing, which is focus on the deficit in communities..

Prerequisite, to becoming an anti-racist organisation is ensuring that there is a shared understanding of what racism is, and what anti-racism is. Hackney chaired a group which developed the [anti-racist statement](#) which has now been adopted by London Councils and all local authorities.

Children's and Education have led the way in developing how we can embed the understanding of what racism is and what is needed to tackle it, and to embed this into

practice, with support from a Diversity and Inclusion Lead and this signals what is needed across the Council and the system.

The actions needed have been pulled together into a corporate anti-racist action plan, which is planned for adoption in July 2023.

## **2. Action Plan**

The [action plan](#) that has now been developed sets out how we will take a bolder approach under the following headings which are aligned to the approach to tackling inequality set out in the strategic plan:

1. Embedding an anti-racist mindset and culture
2. Protective, preventative and positive action
3. Embedding anti-racism into service plans and practice
4. Building strong, cohesive communities that are part of the solution
5. Promote prosperity and wellbeing with targeted, positive action when needed
6. Developing leadership and workforce that is inclusive, humble and anti-racist and reflects the diversity of Hackney

Under each heading, there are high level actions that follow a consistent set of steps:

- Understanding of inequality
- Solutions needed
- Support delivery
- Account for difference made
- Inclusive Communication

We have cross referenced and been informed by existing work including:

### **1. Embedding an anti-racist mindset and culture**

- Partners were previously involved, during 2021 and 2022 in developing the working definition of anti-racism. All partners have been engaged recently, as part of wider meetings, about committing to a shared definition.
- We have also asked the Children's Safeguarding Partnership to adopt a shared definition as part of the development of the Anti-Racist Charter recommended in the light of the Child Q review.
- The work has been developed iteratively with partners from the health system through the health inequalities steering group - so that the anti-racism action plan and anti-racism is now embedded as a commitment into the local place based partnership strategic focus.
- The draft plan was discussed with the VCS Assembly on anti-racism and we continue to engage with the anti-racism workstream that is focused on commissioning
- Education's Anti-Racism Action Plan which include commitments to develop then commitment of headteachers and governors and the new Children and Education Joint Action Plan

### **2. Protective, preventative and positive action**

The work led corporately by the Council will complement work led by other teams and partner organisations and will support:

- Undertake refreshed trend pack data of key inequalities against Education, Employment, Health, Housing, Children's Wellbeing and Reducing Harm. This analysis will be intersectional to consider ethnicity, socio economics, gender and other factors.
- Share the stock take of work progressed (led by system leads / accountability board) and wider progress from work that is closely aligned (trust and confidence in policing, young futures, workforce diversity)
- Refresh the context, considering maturity in the system and whether the right conditions for success are in place
- Develop refreshed "theory of change" that identifies
- Developing an outcomes framework (see next section)
- Proposed interventions (including existing ones) and how these will impact positively on outcomes
- Sets timescales for change, bringing in evidence about how realistic these plans are, including benchmarking data
- Involve residents throughout in providing critical challenge through the existing community accountability through the Accountability group of black residents

Work led by Children and Education will be absolutely foundational to the impact that the corporate work can have. This is because ensuring that early years, education and early help is inclusive and anti-racist ensures that children and families receive the most appropriate support. This can have an impact on outcomes across the life course, as was identified in the early stages of the Improving Outcomes for Young Black Men Programme. The joint Children and Education Action Plan will have a focus on Early Help, Health and Education and will seek to tackle the overrepresentation of black and global majority children in exclusions and children's social care.

There is also a key workstream which continues through the improving outcomes for young black men programme on Supporting Young Black Men's Mental Health in City and Hackney and the new manifesto commitment which is being scoped out to establish a commission to ensure that local mental health services are meeting the needs of all residents, drawing on the learning of the Black Thrive work in Lambeth.

### **3. Embedding an anti-racist approach into service plans and practice**

We are developing a tool using this continuum of anti-racist practice that helps services and organisations assess where they are against a set of domains covering organisational narrative, approach, willingness to work intersectionality and with complexity and support of proactive work.

A resource pack has been developed and is being used to develop workshops and training sessions, learning from the way that inclusive leadership and cultural humility workshops have been developed. This is being used to inform service planning guidance so that all services are expected to consider how they will embed an anti-racist approach.

We are engaging with the Population Health Hub to integrate these tools into wider work.

This will build on the practical work that is already underway to embed anti-racism into service design, delivery and practice:

- The Children and Education Practice Model is helping develop a granular way of embedding anti-racism into all areas of practice and all roles.
- Anti-Racism is explicit in the local Integrated Care System plans.
- Work is under development to embed anti-racist practice into Neighbourhoods work. Ensuring that this early preventative work is inclusive and anti-racist is key to ensuring that people receive appropriate support.

#### **4. Building strong, cohesive communities that are part of the solution**

Through the Improving Outcomes for Young Black men programme, scaling up community engagement to strengthen accountability and co-production were identified as a key priority. A comprehensive and far ranging Lottery Bid was submitted by Hackney CVS, in partnership with the Council and health partners in 2019 to help develop ways to engage with young people, parents and the wider community. Unfortunately this process was put on hold during the pandemic but funding has now been confirmed. We are working with Hackney CVS on how this resource can support the anti-racism work we need to do across the system. Alongside this, Hackney CVS have also been successful in securing continued funding for the My Ends Programme which funds community led initiatives to tackle serious violence.

The Police Action Plan in Trust and Confidence which has been developed in response to the Child Q review, building on work already in progress, is being developed to complement and support the wider anti-racism action plan. The Police locally have been engaged in the development of the wider anti-racist plan, and further sessions on anti-racism are planned with them.

As part of the transformation plans for Children and Education, embedding a more consistent approach to engaging children and families and parents has been developed.

#### **5. Promote prosperity and wellbeing with targeted, positive action when needed**

The Poverty Reduction Framework was adopted in March 2022 and explicitly includes actions that embed anti-racist practice and promote a diverse community partnership. These actions are now being progressed. For example the Council is seeking to embed anti-racism into sustainable food actions.

Plans that support prosperity and meet housing needs need to be looked at in the round to ensure that they benefit people from black and global majority communities and specifically black communities and equally that there isn't a disbenefit. For example a regeneration scheme may overtly include outcomes that support people into jobs from black and global majority backgrounds, but the scheme overall might create more visible inequality, displace local businesses or increase local house prices. Hackney has worked with other local authorities to develop its approach to an inclusive economy that focuses on building local prosperity and measuring impact rather than traditional economic development metrics. We will build on this work and seek to embed this understanding across planning, housing and regeneration strategy.

#### **6. Developing leadership and workforce that is inclusive, humble and anti-racist and reflects the diversity of Hackney**

In December 2018 the Council adopted a Corporate Equalities Programme to foster a culture of inclusive leadership and increase workforce diversity especially at senior levels. This was informed by focus groups with black and global majority staff led by directors to identify the solutions needed to achieve a more diverse and inclusive

workforce. Solutions were brought together into this inclusive management toolkit which was developed to underpin all the work we need to do to address diversity in leadership across the employee journey.

The role of inclusive leaders has been developed so they are leading on work to tackle specific diversity challenges in their divisions and in policy and recruitment across the Council - the new direction of travel agreed by the OD Board in September 2022 will ensure work is integrated into the wider equalities systems change work including anti-racism.

This work has been shared with other partners in a series of workshops on inclusive leadership and anti-racism.

Other work that has been progressed includes:

#### **Improving our understanding of workforce profile and dynamics**

Overall workforce scorecard developed and divisional score cards under development to identify nuances that exist within different staff groups pertaining to shortlisting, recruitment, grievance, leaving reasons.

#### **Tackling racism and discrimination and developing our approach to antiracism**

Hackney's anti-racist approach has been proactively embedded into new policies e.g. bullying and micro-aggression and into new training We have Peer Support sessions for black staff to see how this model of support better supports wellbeing of staff impacted by everyday racism and this work is informing wider work of OD and HR. We have trialed and are not rolling out sessions on whiteness, as part of developing the understanding of institutional racism.

#### **Measuring success**

In 2018 a metric about whether senior managers are committed to inclusivity was introduced. In 2021, this increased from 39% to 50%. There are no longer significant variations in the view of black and global majority staff in response to questions and equality, inclusive and diversity BUT we need to caveat this by saying that 18% of staff tick 18% tick "prefer not to say" and in this group there is a significantly worse view of equality, inclusion and diversity.

Since 2022, we have included a range of specific questions about equality, diversity and inclusion and racism in the residents survey which provides a more specific baseline on perceptions of the Council with regards to racism. These will also be used with staff.

### **3. Outcomes framework**

The anti-racism action plan will include an outcomes framework. The key outcomes are taken from the Council's Strategic Plan and will be developed into an outcomes framework that is outlined below.

We will examine these outcomes for the whole population, but based on this data, there has been a compelling reason to focus on inequalities in black communities (recognising the different communities within this group) although we do also want then to progress work to identify solutions to structural and systemic inequality with the Turkish Kurdish community and other communities that experience inequalities.

## Long term outcomes

Every child	Early years	% of pupils achieving a good level of development by the end of their first school year
	Achievement	Average attainment 8 score
Fairer safer	Employment	Employment rate
	Livelihood	Average pay
	Housing	
	Safety	How worried you are about being the victim of each of these crimes in this area. (types of crime given)
	Satisfaction with place	Overall how satisfied are you with your local area as a place to live?
	Trust	How much do you trust Hackney Council?

Greener healthier		
	Healthy weight	Healthy weight at year 6
	Health outcomes	Life expectancy
Workforce data		Council reflects diversity of Hackney at all levels

## Data to collect

Outcomes	For each outcome
By overall population By different equality groups, intersectional and cross tabulated On a trend Compared with region, England and statistical neighbour	Indicators of success Indicator of take up of support Indicator of positive action taken Perceptions data Indicators of system failure(eg exclusions)

### **4. Seek shared commitment from anchor institutions and embed into new strategic partnership working proposals**

The anti-racism action plan will establish the overall governance needed to ensure that *within the Council* the following principles are applied:

- The anti-racist definition and practice standards (where they exist) are consistently understood across directorates
- A shared anti-racism action plan is adopted, that brings together work taking place across the Council work, ensuring we are all working across the range of actions needed and to tackle inequality across a shared set of outcomes, linked to the strategic plan
- We are promoting and taking actions to ensure an open and humble leadership style and workforce diversity

Partners were previously involved, during 2021, in developing the working definition of anti-racism, as outlined above. We will now be seeking to cement this commitment by:

- Asking formal partnerships and partners to adopt a shared anti-racist definition
- The Policy and Strategic Delivery Service will map current partnership commitments and proactively engaging with partnerships on how these can be developed / progressed (in line with the [direction of travel](#) agreed for partnership working)
- Partners will be involved in the development of the outcomes framework and the workshops that are developed to support this.

### **5. Timeline for adoption by Cabinet**

The aim is to take the anti-racism plan to Cabinet early in the new municipal year, along with refreshed equality objectives and a refreshed plan to take it with other plans under development (LGBTQIA framework)

This will help situate the work in a wider frame and justification



The draft timeline is set out below:

	Equality Plan	Anti-racism Plan
December 2022		Engaging further with services by creating an officer group of key people who will help deliver the plan
January 2023	Refresh of evidence base	
February	<p>Developing equality plan - objectives and outline plan</p> <p>Start to engage with services, partners and resident stakeholders informally to look at key equality issues, proposed objectives and priorities</p>	Engage with partners and resident stakeholders informally to look at key equality issues, proposed objectives and priorities
March	Draft final plan and secure internal agreement	Draft final iteration of plan
April May	Consultation	
July	Cabinet adoption	

**6. For information: Definition of racism and commitment to anti-racism**

**This definition and commitment has been developed by a group of officers (chaired by Hackney) for the CELC Tackling Racial Inequality Programme:**

**Definition:**

By **structural racial inequality**, we mean the inequality that is created by the social structures that disadvantage some groups more than others, now and historically. We need to continue to work with partners proactively to redress this balance. This does not mean always treating everyone equally, it means that sometimes people need more support or focus because they are more disadvantaged.

By **institutional and systemic racism**, we mean the ways that systems can discriminate through often covert and unchecked prejudice, assumptions, ignorance, thoughtlessness and stereotyping about people from different ethnic minority backgrounds.

To see the ways that inequalities and racism are embedded in society,, it takes proactively and continuously working on your own beliefs, assumptions and values, taking action to redress inequality and rethinking the system to eliminate the ways that unchecked bias can disadvantage people from different ethnic minority backgrounds.

Being anti racist **does not stop at tackling conscious hatred, like racial abuse**. The **most damaging aspects of inequality and racism are far more embedded in society and being anti racist takes a lot of work**.

To do this effectively and meaningfully, we need to think forensically about the experiences and status of different groups not lump issues together under the “BAME” umbrella. This needs a range of actions from more inclusive styles of leadership, positive action, co-design with communities impacted and achieving greater diversity in the workforce at all levels.

**Commitment:**

**Our collective commitment to achieve racial equality** focuses on what London councils can do together to have a positive impact on life outcomes at all stages, including in relation to health and wellbeing, employment and education. This is about social justice and promoting equality because all Londoners should be able to reach their potential in all spheres.

**To be proactive in meeting this commitment, we expect all local authorities to:**

1. build a picture of what the key inequalities are in their area and then to look at what is driving these.
2. shape solutions by listening to residents, communities and frontline staff and by responsibly drawing on their lived experience and understanding of what the issues are and what works, without putting the burden on them to educate us.
3. Set expectations of leaders to make the connection between achieving positive outcomes and their own leadership style and diversity, and to take personal responsibility for what they can do now to bring about change. This acknowledges residents have worked hard to achieve social justice and rightly expect to see leadership that reflects them, to see action, and to be part of solution.

**Full version is here.**

**#**

-Include any asks/recommendation for HWB

### 1.1. Policy Context:

Please detail which, if any, of the Health & Wellbeing Strategy priorities this report relates to?

<input checked="" type="checkbox"/>	Improving mental health
<input type="checkbox"/>	Increasing social connection
<input type="checkbox"/>	Supporting greater financial security
<input type="checkbox"/>	All of the above

Please detail which, if any, of the Health & Wellbeing Strategy Ways of Working this report relates to?

<input type="checkbox"/>	Strengthening our communities
<input type="checkbox"/>	Creating, supporting and working with volunteer and peer roles
<input type="checkbox"/>	Collaborations and partnerships: including at a neighbourhood level
<input type="checkbox"/>	Making the best of community resources
<input checked="" type="checkbox"/>	All of the above

### 1.2. Equality Impact Assessment

The anti-racist action plan has been designed to promote equality for black and global majority residents by tackling structural and systemic racism.

### 1.3. Consultation

Has public, service user, patient feedback/consultation informed the recommendations of this report?

Yes

No

Have the relevant members/ organisations and officers been consulted on the recommendations in this report?

Yes

No

#### 1.4. Risk Assessment

The main risks arising from this work are that:

Partners or residents are not supportive of taking an anti-racist approach. The way to address this is to set out the rationale and justification for this, within a wider equality plan.

The responses do not meet the scale of the challenge: this is why we are seeking to change work across the system so that we are seeking to influence the mainstream prioritisation of resources.

We do not adopt the right solutions and repeat the patterns of the past: this is why we are seeking to adopt one common definition of racism and anti-racism and to develop a refreshed set of interventions and outcomes through workshops.

#### 1.5. Sustainability

The work promotes sustainable communities in the broadest sense in that it is tackling key inequalities.

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Appendices	