

Hackney's Anti-Racism Framework

2024-2026

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Introduction

Over the last five years, Hackney has taken action towards eradicating racial inequality for individuals, communities, systems, and societies. However, we are not anti-racist yet, we still have a long way to go, and we cannot do this on our own.

Hackney residents are also impacted by other Councils and institutions outside of Hackney. We want to ensure residents' experience of the council and other institutions is fair. Therefore, it is important to build a shared understanding and commitment to anti-racism across the system. We need to understand that there are discriminatory and oppressive structures and practices which lead to inequality and harm. Therefore, it is everyone's responsibility to be anti-racist and work together to dismantle these structures.

The anti-racism framework is crucial to support us in meeting our Public Sector Equality Duty. This is the duty of public authorities to think about how their policies and decisions affect people who are protected under the Equality Act, to tackle discrimination and disadvantage, and to promote equality. Additionally, if public authorities do not do this, they can be challenged in court.

The anti-racism framework has been developed as part of the wider Equality Plan and has helped us develop the broader set of equality objectives. The plan has discrete accountability and governance; however, by locating the work within a wider assessment of needs and priorities, Hackney Council is very clear about the urgent need to be anti-racist. It also helps us to take an intersectional approach and consider how racism and racial inequality intersect with other forms of discrimination and disadvantage that our residents may experience.

Hackney's work on Improving Outcomes for Young Black Men and now for Black Children and Young People started in 2015. The work drew on insight from our residents' lived experience and working with community partners to codesign new approaches, to improve council services and improve outcomes for our Black children and young people. [This work](#) has informed the need for an anti-racism to underpin and guide all work and the contents of this framework.

In July 2020, Hackney Council adopted [a motion](#) to work towards being an anti-racist organisation. This has helped strengthen the focus and commitment to anti-racism. The motion specifically discussed what we need to change within institutions to make them anti-racist. Later, in May 2022, the Council held the first Anti-Racist Praxis Conference led by the Children and Education Directorate.

Early in 2023, we published the progress we had made online on our [anti-racism hub](#). This highlights the journey towards becoming an Anti-racist borough; but also shows good practice and evidence of progress and impact, but also shows we have much more work to do.

In October 2023, we held our first whole Council staff Anti-Racist Summit focused on culture, behaviour and practice. There were 65 events over a two month period.

Each directorate also made a set of commitments based on staff needs and wishes to become more anti-racist. We have drawn on the insight from these events to help shape the final draft of the anti-racism plan.

From 20th November 2023 to Jan 21st 2023, we invited staff, residents, community and statutory partners to help us shape the equality plan, LGBTQIA+ strategic framework, and the Anti-racist framework. Additionally, previous reports, data and research, and consultation with staff, communities and organisations have been used to inform this Anti-Racist Framework. In total, we received 90 online responses, and engagement activity involved a further 701 people: 355 staff, 239 partners and 107 residents (of which 53 completed monitoring information).

Hackney as a borough has a long-standing history of working to eradicate all inequalities; however, this has yet to be a completely joined-up approach. To have an impact, we need to make sure everyone in the system is starting from the same understanding of what racism and anti-racism is. We need to adopt a consistent approach within and outside the Council to develop a common approach and set of actions towards anti-racism. This means working with residents, statutory partners (like health and police), voluntary and community organisations and businesses. These are the best ways to sustain the work in the long term and avoid repeating patterns of bias and discrimination deeply embedded in society that the council also perpetuates.

At Hackney, we are committed to calling ourselves and others out on the harm and structural discrimination; and dismantle the system that allows this; and working with staff, residents and community partners to make changes to this.

Defining Racism and Anti-Racism

Race is social construct defined as your skin colour, caste, nationality or/and ethnic or national origins; it also covers ethnic and racial groups (groups of people with the same protected characteristic of race or ethnicity). It is a protected characteristic under the Equality Act 2010. Racism is also a social construct; created to oppress and marginalise individuals and groups based on the colour of their skin, ethnicity, nationality and citizenship in order to exploit them; which can be seen in forms of hatred, prejudice and discrimination. Hackney is also clear that Anti-Semitism (fear, prejudice or discrimination against Jews) and Islamophobia (fear, prejudice or discrimination against Muslims) is racism.

However, our understanding of racism goes beyond overt acts, and it is seen both structurally and institutionally. This is created by the social structures that disadvantage and racialise some people and groups more than others, now and historically. which favour White people. However, these privileges are more complex and White groups can and have been racialized as well - we see this for Jewish communities, Irish, Gypsy, Roma and Traveller communities. We need to work together to dismantle these ways of working to eradicate inequalities that people face, which cause tremendous harm.

Racism also intersects with other forms of discrimination, including disability, class, gender, religion, age and sexuality. Crenshaw defines intersectionality as

‘understanding the ways that multiple forms of inequality or disadvantage sometimes compound themselves and create obstacles that often are not understood among conventional ways of thinking.’ These intersections are essential to understand as they are embedded in our structures and day-to-day lives, which cause an increased combination of discrimination, inequality, and harm to some individuals and groups of people.

This is important as our plans and framework to support specific protected characteristics and communities all link together in our equality plan. This also includes key work streams such as Improving Outcomes for Black Children and Young People, Hackney Young Futures and Ageing Well.

Hackney took a lead role in the shaping of the London Council's Anti-Racist Statement to ensure a consistent commitment to anti-racism across all Councils in London. In 2023, we were also one of the first Councils to take part in a benchmarking exercise to review our work against the [London Councils Anti-Racist Self Assessment Standard](#). This learning has informed this framework.

The London Councils Anti-Racist Statement

Local authorities in London are committed to achieving racial equality because we recognise that persistent racial inequalities are unacceptable and adversely affect all Londoners. We know that certain groups are more likely to face inequality, experience poor outcomes and to live in poverty than others. Often these outcomes are used as an excuse not to acknowledge racial inequality, but groups are not more disadvantaged by chance. Structural disadvantage is rooted in racism and discrimination that is both historical and current.

We do have legislation to protect against overt racism, negative attitudes and treatment, but many of the systems that discriminate do so because of more subtle and covert unchecked “prejudice, assumptions, ignorance, thoughtlessness and racist stereotyping.” This wording draws on the Macpherson Report 1999 definition of institutional racism which is still relevant today. This is a dehumanising process that is unacceptable and communities are tired of being treated this way. We cannot let another generation down by not actively responding to what remains a clear and compelling articulation of what needs to change.

All local authorities should be committed to taking an anti-racist approach because the most damaging aspects of inequality and racism are embedded in society. It is not enough to “not be racist” or to focus on tackling conscious hatred, like racial abuse.

It is everyone’s responsibility to proactively and continuously:

- Unpack and reset beliefs, assumptions and values;
- Take action when we observe racism come into play, in beliefs, assumptions and values and the decisions and actions that follow, however subtle;
- Be humble and educate ourselves in what we don’t know about racial inequalities and racism that exists, rather than putting the onus on others to educate us.

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.

What does Anti-Racism look like

Racism was designed to gain and keep power, control and privilege, and to legitimise and justify colonialism and imperialism. Anti-racism is the deconstruction of this power and control. It is being active instead of passive in the fight to dismantle racial inequality. This does not mean always treating everyone equally; it is about designing and delivering equitable solutions, where some people need more support because they are more disadvantaged.

Being able to disconnect from the painful reality of racism is a privilege. It is a white privilege, although there are groups who are White who have been racialized and also experienced racism. Racism causes public service failure, economic failure, wasted talent and opportunities and this impacts the entire community and society. Anti-racism is therefore about creating a fairer society and world for everyone, where racial identity is no longer a factor that leads to disadvantage and inequality.

Social Justice is therefore at the core of anti-racist and anti-discriminatory work. Social justice has been defined as justice in relation to a fairness in the distribution of wealth, opportunities, and privileges within a society where individuals' rights are recognized and protected. This includes giving access to healthcare, economic opportunity, uplifting and empowering residential voices and enterprise and standing up for the communities we serve by providing care, resources and space for them to be seen and thrive.

Many Black and Global Majority people, especially women, carry the burden of anti-racist work in historically rooted structural oppression. This plan makes clear that anti-racism is the responsibility of everyone in Hackney Council. We have also developed an anti-racism continuum to help services understand where racism shows up and what it looks like. The aim of the continuum is to encourage learning, reflection, understanding and action to support embedding anti-racism into our practice and decision making across the council.

Hackney's Diversity

According to the 2021 census

- 53.1% of Hackney residents identified their ethnicity within the 'White' category. The second most common ethnic group category in Hackney after "White" is 'Black', with 21.1% of Hackney residents identifying in this category. Hackney has a significantly higher proportion of residents who identify as 'Black' than for both London and England.

- Hackney's Asian population is 10.37% which is significantly less than the average for London (20.7%) but is more in line with the average for England (9.6%). Census data does not give us an accurate estimate for the Turkish population, and we will do more work to develop an accurate estimate. 2% of the population wrote in Turkish as an identity, 3.3% gave Turkey as their place of birth. Others will have identified themselves under other categories, such as Other White.

Hackney is also home to distinct ethno-religious groups:

- According to the Anti-discrimination (Amendment) Act 1994, an ethno-religious group is defined as a group with a charged history, religion, culturally traditional, common geographical organising, common languages, literature- and previous definition did not include race, politics or culture. This change led to Sikhs and Jews being included under ethno-religious groups.
 - According to the 2021 Census people of the Jewish faith makeup 6.7% of the population in Hackney which is much higher than London (1.7%) and England, (0.5%). Jewish communities in Hackney are largely made up of Orthodox, or Charedi Jewish people living in the North of the borough as well as wider Jewish communities across the borough. We recognise this is likely to be an underrepresentation of the current population and are working with partners to develop a more accurate estimate.
 - Many Kurdish people from Turkey live in Hackney and Haringey. The majority of Turkish-speaking residents belong to the Sunni sect of Islam, while a large number of Kurds are Alevi who make up about 1% of Hackney's population. There are also a small number of Kurdish Christians in Hackney.

Religion and belief

- In the 2021 Census 36.3% in Hackney stated they had 'no religion'. This was 9.2% above the London average but around the same as for England as a whole.
- Just under a third of Hackney residents identify as Christian (30.7%), 10% lower than for London, and 15.6% lower than in England as a whole.
- Hackney has a considerably higher proportion of Muslims (13.3%) than England as a whole (6.7%) but slightly lower than the London average (15%).
- Hackney has considerably more people of the Jewish faith (6.7%), which equates to an estimated 17,426 people, compared with London (1.7%) and England, (0.5%). This community is largely made up of Orthodox, or Haredi Jewish people who mainly live in the North East of the borough. As described above, this is likely to be an undercount and we need to work with the Charedi community to address this. The Census did not distinguish between Orthodox, and Non-Orthodox Jewish people so all are categorised as 'Jewish' in the Census.

Languages

- An estimated 89 languages are spoken in Hackney. The top 10 preferred languages in Hackney are: English (80.1%), Turkish (3.2%), Spanish (2%), French (1.3%), Portuguese (1.3%) Yiddish (1.3%), Italian (1.2%), Polish (0.9%), Bengali (with Sylheti and Chatgaya) (0.8%) and Gujarati (0.6%).
- However, there are many more languages that are spoken in Hackney.

The census data may not accurately represent all communities who are in Hackney in 2024. The 2021 census was taken during the COVID pandemic, where home life for many was different than usual. [In 2021, researchers from De Montfort University Leicester \(DMU\)](#) found that men, people from lower income brackets, young people, and those living in rented accommodations were less likely to fill out census data. Additionally, people lacking trust in the process are less likely to want to complete the census. This can lead to the misrepresentation of certain groups and communities, which is crucial as it can lead to policies and prioritisation of needs aligned with the communities we serve.

For example, Charedi Jewish communities in Hackney noted that the Census data was mostly filled out via paper, which only allowed for 5 household members to be noted per household, which significantly un-represent their households as they traditionally have larger families. [According to a demographic report by the Institute of Jewish Public Research](#), which used DfE school census and Charedi birth records found that “Charedi children have been undercounted in the Census, by as much as 35%. aged 0-16 are 30% of the Borough’s child population and those aged 0-5 are 40% of the 0-5 population. 90% of the council’s services do not reach 30% of its child population. The growth rate within this cohort is also something that council leaders need to understand and engage with.”

The Gypsy, Roma and Traveller community in Hackney do not believe that the census data represented them as a distinct ethnic group, only allowing for them to register under the ‘White’ category. This community spans across those who define themselves as Gypsies (including English Gypsies, Scottish Gypsies or Travellers, Welsh Gypsies and other Romany people); Irish Travellers (who have specific Irish roots). Roma is understood to be more recent migrants from Central and Eastern Europe. Also the term Traveller can also encompass groups that travel. This includes, but is not limited to, New Travellers, Boaters, Bargees and Showpeople.

Standard ethnic categorisations also makes it difficult to accurately capture the Turkish and Kurdish population, leading to potential under representation.

This shows that certain communities do not believe that the ethnic categories and census data is truly representative of all communities. To understand the makeup of our communities in Hackney and across London, we need to use multiple sources of information; and diverse and less traditional forms of gathering data. Additionally, it is essential to understand that some ways we obtain data/information about communities can traumatise communities.

Groups facing key inequalities

- Black Caribbean, Black African, Other Black groups, and Turkish Kurdish groups face key inequalities in education, health, income, and employment. We also see these inequalities in the Charedi community.
- Within the Muslim community - there are many different cultural groups. They will have specific needs that will not be catered for by one generic approach to engagement.
- Hackney is home to smaller communities who face significant inequalities. This includes: Gypsy, Roma and Traveller, South American, Vietnamese, Chinese (including Hong Kong Chinese), Somali and West Central African communities.
- In considering how we tackle racial inequality, we need to consider communities who are oppressed or marginalised by a wider majority group, for example, a minority religious group.

The Anti-Racism Framework

This Framework and its objectives have been developed using both current and historical research and insight, as well as input from the staff and public consultation of the Equality Plan that ended on the 21st January 2024.

Based on this consultation, we are now calling this the Anti-Racism Framework rather than an action plan. This is because it broadens our scope to think not only about specific actions but also organisational culture and ways of working; and ensuring this change is embedded across all areas of the council and Hackney as a whole.

The Objectives

Working together with partners and communities to:

Identify and eradicate racial inequality at every life stage by taking protective, preventative and positive action (as well as an equitable approach)

Build opportunity and wellbeing; ensuring a focus on racial equity

Celebrate and serve diverse communities and value the contribution they make

Embed anti-racism into service plans and practice across the council and the borough.

Change as an institution: leadership and management culture, diversity of leadership; to ensure internal and systemic change.

Accountability: Embedding Anti-racism into mindset- Culture, Behaviours and Practice

It is important to have robust accountability and governance for the Anti-Racism Framework, to ensure that we are meeting the commitments made and meeting the expectations of residents and staff. We need to be open and transparent as a council, on past and current failures to ensure that we avoid repeating the same mistakes and perpetuating systemic racism and discrimination.

To ensure accountability:

- We will be tracking progress against intermediate outcomes across the system, and regularly assessing if these are making a difference in our long-term outcomes.

We will also ensure that there is accountability to track the actions we are taking, specifically:

- We are taking action to embed equality, diversity and inclusion into service design, delivery and practice; through wider plans like our Equality Plan.
- Each directorate has made a list of commitments, after the 2023 Anti-racist summit, which will be measured and held accountable; which is an important part of embedding the Anti-Racism Framework across the council.
- We are taking action to ensure open, humble and anti-racist leadership styles.
- We are taking action to ensure that the workforce reflects the ethnic diversity of Hackney's populations at all levels and works towards a common set of measures of success.
- We are tracking progress against these measures of success, and our workforce is becoming more reflective of the diversity of the community at all levels. We are using data from multiple sources (quantitative and qualitative), service planning and outcomes measured, and measures the conditions for anti-racism to be met.
- We will listen to residents and staff, for feedback during the lifespan of the framework, and ensure we make any changes needed in response.

To support the plan and ensure objectives are met; we are establishing clear governance, which will include

- A delivery group of officers (senior, desk and non-desk facing, working in policy, working directly with communities) across all the directorates, who will review if Hackney is meeting their objectives
- Sessions will be led by lead Cabinet member, Cllr Williams; Cabinet leads and senior officers who will review progress and impact of the Anti-racist Framework.
- The Council's Corporate Leadership and Cabinet will jointly consider progress on a six-monthly basis (as a minimum)
- We will draw on the feedback from consultation and engagement to establish final governance arrangements which will identify how we gather community

feedback in an ongoing and dynamic way that helps hold us to account, act as critical friends for new and current work, as well as mapping the journey travelled.

- Hackney Council will take part in peer reviews, where other local councils scrutinise our services, and tell us where we need to do better for our residents.

Objective 1: Identify and eradicate racial inequality at every life stage by taking protective, preventative and positive action (as well as an equitable approach)

We see racial inequality at every life stage in Hackney, as well as in wider society: Pregnancy, School readiness, Key Stage 4 (GCSE), Leaving school, Employment, Parenthood, Caring and Old age.

Nationally, there is a disproportionately high level of black children in care ([Nuffield, 2023](#)) and black caribbean boys who are excluded ([GOV, 2024](#)), the rate of black women who die in childbirth in the UK is four times higher than the population ([House of Commons, 2023](#)). Jewish communities face difficulty accessing statutory services that understand them and can meet their needs. Many Black and Global Majority families are within overcrowded, temporary accommodation and unsuitable housing. Gypsy, Roma and Traveller communities also experience multiple complex levels of racism which leads to marginalisation, poor outcomes and services that do not understand or meet their needs.

When people face socio-economic difficulty they can also experience inequality or unfair treatment that can lead to crisis points: School Exclusions, Entering the criminal justice system, Unemployment, Eviction, Debt and Illness. We also understand that our services in the council can perpetuate these inequalities. There is proven bias in the system that leads to unfair and unequal outcomes. We need to take preventative action against racism at every life stage, working across the whole system. We need to be specific to the needs of our residents and intersectional in the way we work.

Objective 1: Identify and eradicate racism and racial inequality at every life stage by taking protective, preventative and positive action (as well as an equitable approach)		
Develop our understanding of the root causes of racism at every life stage by:	<i>Develop an outcomes framework that can be adopted by all:</i>	Identify the Solutions needed

<p>Working closely with Hackney's population health hub to:</p> <p>Refresh existing equality evidence base for the whole population.</p> <p>Look at national population data, on outcomes, service take up, service outcomes and qualitative insight.</p> <p>Identify precisely who is facing inequality and who is missing from the data sets -avoiding blanket categories and ensuring analysis is intersectional, and is informed by the communities experiencing inequalities.</p> <p>Review progress and impact of work so far.</p> <p>Build on existing priorities in the single equality scheme 2018-22 and the Improving Outcomes for Black children and Young People workstream.</p>	<p>Clearly identifies agreed interventions and work streams</p> <p>Sets out how these will deliver agreed outcomes</p> <p>Identifies key measures, milestones and review points for all workstreams.</p> <p>Sets timescales for change.</p> <p>Considers evidence about how realistic these plans are, including benchmarking data</p> <p>Involves residents throughout in providing critical challenges.</p> <p>Communicate progress made and the resulting impact to residents and staff</p>	<p>We will identify whether the right conditions are in place to have an impact by listening to residents and staff</p> <p>Work closely with residents and partners across the system towards co-design creative and innovative solutions that eradicate racial inequalities Eg working in partnership with parents and community partners to reduce the number of Black children excluded from school and the number of Black children in looked after services.</p> <p>Agree cross-cutting positive, protective, preventative work; that seeks to tackle root causes, building on existing priorities in the single equality scheme and proactive work already underway through health partners.</p> <p>Work with community and statutory partners (ex. Education, health, police) to share resources and hold each other to account when racism shows up in our systems.</p>
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This objective will build on existing work:

- The joint Children and Education Action Plan, and their practice standards, seek to tackle the overrepresentation of Black and Global Majority children in exclusions and children's social care. It will ensure that early years, education and early help are inclusive and anti-racist and can have an impact on outcomes across the life course.
- [Improving outcomes for black children and young people](#) have developed 4 work streams and commissioned work/progress in education, mental health and wellbeing, reducing harm and employment. Black children and young people have been involved in the co-production of these working streams; which are accountability boards and measurable outcomes.

- Work of [Population Health Hub](#) which leads specific projects to influence and support partners across the system to be more aware of their role in improving population health and reducing health inequalities.

Objective 2: Build opportunity and wellbeing; ensuring a focus on racial equity

Objective 2: Build opportunity and wellbeing; ensuring a focus on racial equity	
Develop our understanding:	Identify the Solutions needed
<p>Plans that aim to eradicate poverty and help people thrive need to be looked at through an anti-racist lens. This is to ensure that Black and Global Majority communities benefit and are not disadvantaged by our policies and work.</p> <p>Regeneration can support Black and Global Majority people into employment and business opportunities and improve health outcomes. It can also lead to greater inequality through gentrification (this is defined as the process by which a place, especially part of a city, changes from being a poor area to a richer one, where people from a higher social class live), displacing local businesses and families due to increase in house prices.</p> <p>Hackney has worked with other local authorities to develop its approach to an inclusive economy, which seeks to ensure that residents benefit from regeneration and growth. This goes beyond traditional economic development metrics. We will build on this work and seek to embed this understanding across planning, housing and regeneration strategy.</p> <p>Although Hackney has a high proportion of social housing, we are in a housing crisis and private housing is completely unaffordable for the average</p>	<p>We will continue to work with teams in Employment and Skills; Area Regeneration, Economic Development, Housing (house building, housing strategy, housing management and housing needs), Planning, Health and Wellbeing and Poverty reduction to identify where racism is showing up in the system and make changes.</p> <p>Focus on embedding anti-racist practice standards into planning, economic development and housing strategy.</p> <p>Develop partnerships with academics to support embedding anti-racism into these wider plans.</p> <p>Embed more rounded understanding of prosperity and wellbeing measures into plans and strategies building on London Prosperity Index and Health Inequalities equity toolkit.</p>

<p>household. Families from low income households, many of which are from Black and Global Majority backgrounds, have left the borough over the last two decades. The housing strategy team is developing their new strategy and anti-racism will be embedded into this, in order to correct and reduce inequalities experienced by those groups.</p>	
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Existing work to build on

- The Employment and Skills Team have developed programmes and projects to specifically support young Black and Global Majority people and graduates to access diverse employment opportunities; as data shows that they have less opportunities than their White counterparts.
- Anti-racism sessions have taken place with senior managers in the teams that lead on Employment and Skills, Area Regeneration, Housing Strategy, Housing needs and Planning. These facilitated sessions developed an understanding of racism and where it shows up and how it dictates their decision making. In order to better understand and support the communities they serve.
- Anti-racism is an explicit commitment in the local Integrated Care System plans. It is a specific focus for the Health Inequalities Steering Group. This group develops proactive work to tackle inequality, reporting to the Health and Wellbeing Board
- The Poverty Reduction Framework was adopted in March 2022. It 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.
- We are working creatively with community partners to give them power and autonomy to serve communities based on local insight and expertise. The response during the pandemic, for example, was developed away from a universal commissioning approach, toward enabling networks of smaller community organisations to form local partnerships to design culturally appropriate responses serving specific local needs. Residents were involved throughout as stakeholders and services were able to pivot quickly in response to evolving resident needs.
- The Refugee, Migrant & Asylum Seeker Team has been recently established to support their needs. It is also being restructured with an anti-racist lens to

support all refugees and asylum seekers rather than only certain ethnic groups. The team has partnered with community organisations who represent and serve the communities who use the services. This is due to their experiences and shared languages to better support those communities.

Objective 3: Celebrate and serve diverse communities and value the contribution they make

Hackney's diverse, dynamic and changing population is what makes Hackney feel unique. It gives different areas of the borough their unique sense of identity. There is, however, a risk that the very communities that create a sense of place are excluded and marginalised. Additionally, in our understanding of diverse cultures and communities, we need to recognise that communities are not homogenous, and people in these communities should be treated and respected as individuals.

We understand that not all communities are represented within traditional data and feedback on services, as they do not always have the trust and confidence to use our services. There is a lack of trust for the council in Black and Global Majority residents, and social housing tenants. Some residents feel that the council's communication does not resonate with their experience of life in the borough. They feel that we are too defensive when presented with new ideas or challenges. This lack of trust that many residents have is also exacerbated by unmet needs, COVID, the current housing crisis, displacement, austerity, impact of cost of living and increased poverty. Therefore it is important to build trust with these communities and ensure their needs are represented, so they are enabled to use services and feel heard.

Only a small proportion of Hackney residents have so far engaged with this work through consultation and engagement on this plan. Some residents have not felt that the council has represented their experience and expectations in response to global conflict and therefore have not felt able to engage with this public consultation. We plan to continue this engagement and consultation, using more creative and diverse methods to involve a larger number of people in the consultation and co-production of services. This consultation has taken place during very difficult times across Hackney and the wider world. The public consultation of the equality plan revealed that some people have strong beliefs that racism does not exist; and believe that some groups have more support than others which is not deserved. We have developed this work at a time when there are polarising views on equality and human rights. We have to find ways to engage with these polarised views and help build a shared understanding of what racism is and why we need to take action.

Additionally it is important to understand that for many communities, the consultation felt tiring as they have shown up to share their experiences of racism previously but they believe nothing has changed for the better. Therefore we need to be careful and trauma-informed about not perpetuating consultation abuse, and ensure that all information we receive informs policy and practice.

We need to develop a culture that is comfortable with hearing residents tell us uncomfortable truths about how racism is playing out. We need to be more open and confident about working with residents to be part of the solutions. We must pay attention to residents whose voices we are least likely to hear. We have to remain agile and adaptive to meeting new needs that we identify through this dialogue.

Objective 3: Celebrate and serve diverse communities and value the contribution they make	
Develop our understanding	Identify the Solutions needed
Adopt a Council wide definition and method of community engagement and co-production, based on an understanding that resident insight and ideas are key to understanding drivers of racial inequality and getting to right solutions.	<p>Develop support and advice for services on community engagement and co-production.</p> <p>Work with communities to establish consistent ways to gather insight and co-produce solutions as part of this framework.</p> <p>Develop intergenerational dialogue between communities.</p> <p>Involve communities in partnerships and governance to help check that actions are tackling root causes.</p> <p>Reset existing community accountability to ensure community feedback and challenge to this plan.</p> <p>Ensure communications strategy is underpinned by understanding of where trust and confidence in communities is lower.</p>

Existing work on to build on:

- [‘Hackney No Place for Hate’ 2023-2026 Strategy](#) was established to support residents who have experienced discrimination to support them. Hackney invited residents to join the borough’s hate crime champions help and advise victims and witnesses of a hate crime or incident
- Hackney CVS, in partnership with the Council and health partners on developing ways to engage with young black people, parents and the wider community. We are working with Hackney CVS on how this resource can support the anti-racism work we need to do across the system.

- The Police Action Plan in Trust and Confidence and the community accountability board we have helped establish with MOPAC to ensure that police meet the needs of Hackney's diverse communities.
- Through our poverty reduction work, we have developed new ways of working with community partners that seek to build a more relational way of working so we can learn from each other about how best serve and meet the needs of diverse communities in Hackney.
- The [Young Futures programme](#) that was co-produced and developed with young people across Hackney; to better understand their needs, lived experience in Hackney.

Objective 4: Embed anti-racism into service plans and practice across the council and the borough.

Some people are more likely to experience inequality, negative outcomes and live in poverty; but this disadvantage does not happen by chance.

The origins of structural and systemic disadvantage are related to discrimination which are both seen historically and in the current climate. For example the hostile environment towards asylum seekers and refugees, the deportation of the Windrush generation and high exclusion rate of black children. These are only some of the consequences of structural and systemic discrimination; which is embedded into public institutions, like the central government, local councils, police, and education systems.

If we are working towards eradicating racial inequalities and disadvantages in Black and Global Majority communities, we need to work with all institutions across the systems to embed the following ways of working:

- Inclusive, humble, trauma-informed and anti-racist approaches and practices
- A whole system approach that sees issues from a resident/borough rather than using a siloed service perspective. As residents experience the council as a whole rather than by individual departments.
- Understand and serve Hackney's diverse communities and is aware of the impact of inequalities and poverty.
- Collaborate with communities, in co-production and co-design of services, policies with long lasting solutions and accountability that has a positive impact on their lives.
- Decolonisation and Social Justice at the core of service plans and practice.

These ways of working need to be embedded in culture, service plan, practice and accountability. For this to happen it must be supported corporately and the most senior of leaders; first understanding what racism means, and working with communities to take actions to develop anti-racist services and practice.

Unchecked bias, prejudice, ignorance, stereotyping is unfair treatment, which can have a devastating impact on people's lives. It is a waste of lives and the potential of

many people and communities that do not get the opportunities and the chance to thrive. This is an example of public service failure.

Decolonising is about “deconstructing or dismantling colonial ideologies and challenging the superiority of western thought and approaches.” It digs into thought patterns, biases, policies, values, and more. By decolonising the way we think about standard practice and accountability, we ensure racism does not show up in the methods we hold ourselves to account. The council cannot therefore come up with its own methods of self accountability and be accountable solely to itself. The consultation has been a very important process that has informed the plan and approach to accountability. Community organisations and residents outside the council need to continue to be involved in all of the processes.

We also need to think about how the council's policies and accountability measures perpetuate the cycles of inequality and disadvantages. How can a system built to uphold disadvantage and disparity work to support and heal people from their oppression. Where does the term accountability come from? Who is allowed to decide the measures that the council is accountable to?

Objective 4: Embed anti-racism into service plans and practice across the council and the borough.	
Develop our understanding	Identify the Solutions needed
<p>We have developed a tool, called Anti-racist continuum to help us understand where racism shows up in the council, what it looks like. It helps us look at our systems and decision making, and audit our practice and processes.</p> <p>The tool looks at organisational narrative and approach. It looks at the willingness to work in an anti-racist way, intersectionality and with complexity and to support proactive work. The aim of the continuum is to encourage learning, understanding and reflection and then action.</p>	<p>Engage with services to identify next steps needed to embed anti-racist practice.</p> <p>Develop a resource pack, workshops and training sessions; and work with HR and OD to ensure it is embedded across all directorates in the council.</p> <p>Develop systemic service planning guidance across all directorates; to be able to compare services, measure outcomes, hold services to account. This consistent service plan; create a golden thread of equality plan, anti-racist plan, and LGBTQIA+ strategic framework; collaborating across departments, measurable objectives, as well accountability being consistent across the council</p> <p>Engage with the Population Health Hub to integrate these tools into wider work.</p> <p>Develop consistent and creative methods to collect data within and outside the council; ensure that they are developed with residents and staff for them; consider their needs and intersectionalities.</p>

	<p>Additional ensure that the true intersectional representation of staff and residents, is co-creation to support embedding their experiences and needs into practice and policy.</p> <p>Develop pathways to support residents to make complaints about discrimination experienced by officers in the council.</p>
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Existing work to build on

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 embedding anti-racism into all areas of practice and all roles. They have developed the STAR model; which stands for systemic, trauma-informed and anti-racist approach to working with children and families. Adult social care are also developing their own practice model and standards which are similar.
- Work is under development to embed anti-racist practice into Neighbourhoods work. They are working with residents, academics to build their understanding of racism and anti-racist practice to use this to develop anti-racist practice standards and policies that meet the needs of the communities they serve. This is about ensuring that this early preventative work is inclusive and anti-racist. This is key to ensuring that people receive appropriate support and work is being evaluated.
- Tackling Racism and Inequality Programme. This is a London wide health inequality work -led by the Association of Directors of Public Health London. The action plan has five themes for area development; to diversify the workforce and encourage systems leadership, coproduction with communities, trust and cohesion, improve ethnic data collection and research and embed public health into social and economic policy
- Council Wide- Each directorate has published measurable and actionable commitments (as a result of Hackney's 2023 Anti-Racism Summit) to work towards being Anti-racist and reducing racial inequality.

Objective 5: Change as an institution: the leadership and management culture and diversity of leadership; to ensure internal and systemic change.

We need supportive and brave leaders that are able to stand up for social justice and work in anti-racist ways. They need to be able to work creatively against the

systematic racism that is embedded in our public institutions. We need a leadership and management culture that is diverse and representative (in thought and community) and understands the communities they serve.

Without this, we will not meet our objectives and will continue to follow the status quo; which perpetuates inequalities and unfair treatment to many staff and residents.

Diversity is not only about representation in the workforce; but also its important to have diversity in our processes, ensuring that there is appropriate supervision of staff, therapeutic support for diverse communities and cultures, safe reporting systems for staff and residents who experience discrimination by staff and members of the council.

As mentioned above, for us to be able to start to work in anti-racist way we need support corporately and from the most senior of leaders. As well working with staff, residents and community organisations to ensure all voices are heard. First starting with what racism means, how it shows up in services; and working with communities to take actions to develop anti-racist services and practices.

<p>Objective 5: Change as an institution: the leadership and management culture and diversity of leadership; to ensure internal and systemic change.</p>	
<p>Develop our understanding</p> <p>The main focus of the staff summit was on culture, behaviour, and practice.</p> <p>The summit feedback and staff consultation was very consistent with the themes identified in the consultation draft of this framework. These were informed by previous work and benchmarking against the London Councils Tackling Racial Inequality Benchmarking Tool. They have helped to strengthen our understanding of what is needed.</p> <p>Institutional change is key. It is clear that we need to develop trust within the system and workforce, and support people to achieve their potential. Many staff believe the council is resistant to change, and that this is needed to ensure more inclusive communication</p>	<p>Identify the Solutions needed</p> <p>Embed ongoing business case for workforce diversity, inclusive leadership and specifically an anti-racist culture within a wider workforce strategy- linked to tackling inequality, building trust and confidence in communities, staff wellbeing and productivity and building an inclusive local economy. Use continuum of anti-racist practice to help reset this work.</p> <p>Develop shared commitment and understanding of racism and anti-racism across strategic partners like police, health, education. Work together with them to share resources, and hold each other to account for becoming anti-racism.</p> <p>Refresh director level plans and data. Work closely with Employment and Skills to advise on positive actions and employment pathways programmes such as apprentice roles and supported internships.</p> <p>Establish ongoing support recognising that Black and Global Majority staff may feel more marginalised and targeted as a result of anti-racism work.</p>

<p>and engagement with the communities that we serve.</p> <p>We also need to work to empower staff, decentralise decision-making, develop and distribute ways people can get support, and ensure that our work on anti-racism is measurable and tracked.</p> <p>When you synthesise the summit with existing learning, there are a consistent set of themes:</p> <p>Build on intersectional workforce data</p> <p>Leadership: Senior leaders need to better monitor and model desired behaviours, and have a culture of inclusivity in communication and ensure diverse recruiting, career opportunities and progression for diverse cultures and communities in Hackney. The public and staff consultations revealed that we also need to understand what we do not do well and learn to make positive changes in the future.</p> <p>Feedback and safe spaces: People wanted more opportunities to talk about racism, anti-racism and inequalities, provide feedback and self reflection</p> <p>Understand diverse and intersectional communities.</p> <p>Consistent approaches across the services and partners.</p> <p>Embed anti-racism into policy</p> <p>Benchmarking, monitoring and accountability</p>	<p>Develop training tools for staff to better understand the diverse communities and cultures within Hackney. As well the history of the borough of Hackney and its relationship with these communities.</p> <p>Develop our understanding of racism and where it shows up and how it dictates their decision making. This is in order to better understand and support the communities they serve. Progress work to develop more ways for staff to give feedback and raise race related issues beyond the formal grievance process.</p> <p>Formalise existing staff equality networks as groups that can influence workforce strategy and build an inclusive leadership culture</p> <p>Adopt workforce strategy and directorate service plans that articulate workforce challenges in tackling inequality and actions needed.</p> <p>Inclusive communication- to develop internal campaigns that value diversity and promote inclusion</p> <p>Value the importance of lived experience within services, and ensure that staff are representative of the population they serve.</p> <p>Ensure cross departmental collaboration, and there are more spaces and learn , challenge and report racism.</p> <p>Develop consistent accountability measures, and data collected across the council</p> <p>Develop work to build an understanding of anti-racism in training for senior leaders and staff; use HR and OD to embed this across the council</p> <p>Develop a Community of practice - working across and outside the council staff and community partners to develop and share good practice of anti-racism</p>
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The work we have led on tackling inequality in Hackney continually comes back with urgency to the reality that structures and systems do not work for all.

We need a workforce that:

- understands what being inclusive, humble, anti-discriminatory, anti-racist and trauma informed means.
- is confident working with communities
- can operate in a no blame culture, but also knows that racism will not be tolerated.
- leads and works as a system- from a resident / borough not service perspective
- understands Hackney's diverse communities and is aware of the impact of poverty
- reflects the diversity of Hackney, at all levels
- can collaborate with communities, co-designing long lasting solutions

Work to build on:

- Some directorates like adult social care, and climates home and economy- have released and reported on racial inequality in employment using the data to developed equitable approaches to support Black and Global Majority staff
- From 2018-2021, there was a focus on increasing diversity at senior leadership. The progress made has been reported in Corporate Plan updates and this Ethnic Pay Gap report. An Inclusive Management Toolkit was developed to continue to help identify opportunities to make the employee journey more inclusive. In 2023, we were also one of the first Councils to take part in a benchmarking exercise to review our work against the [London Councils Anti-Racist Self Assessment Standard](#). This learning has informed this framework.
- Hackney's anti-racist approach has been proactively embedded into new policies e.g. bullying and micro-aggression and into new training.
- We have piloted Peer Support sessions for black staff. This is to see how this support better supports the wellbeing of staff impacted by everyday racism. We need to develop ways these sessions can inform the wider work of OD and HR; and the wider council.
- We have developed our Employment Assistance to bring in more diverse practitioners with an understanding of anti-racism
- We developed a training tool on exploring racism for senior leaders within the council. These facilitated sessions developed an understanding of racism, and where it shows up and how it dictates their decision making.
- 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.

- Adult Social care has completed the Workforce Race Equality Standard (WRES); used to gather and collect data of the workforce and racial inequality; in order to better understand and create a plan with staff to make changes. Adult social care is also using this to ensure that employees from Black and Global Majority backgrounds have equal access to career opportunities and receive fair treatment at work. Adult social care are committed to continue to report to the WRES every year and be accountable to the results and commitment to making changes.
- We have developed an anti-racism continuum (auditing different directorates to see where racism shows up)
- The Policy and Strategic Delivery Service has started to embed anti-racism across how we develop strategy, support decision making and develop community partners and invest through grants.

Good Practice: Case Studies

There are some examples of anti-racist practice seen in the council, and with community and strategic partners. These are important to start to develop our understanding and work towards being anti-racist.

As mentioned previously, we need to work together and collaborate in order to eradicate racial inequality and dismantle our systems that oppress certain residents.

Children Social Care- They have appointed dedicated staff members to work on the anti-racism plan and practice standards; as well as working groups to work across the directorate to develop their anti-racist objectives. They have delivered compulsory anti-racism training to all staff; and developed practice standards. They also have developed Speak up, Speak out; which was developed after staff asked for an additional pathway to report witnessing and experiencing incidents of racism. Volunteers have training to assist colleagues to get the appropriate support.

Neighbourhoods- They have worked with resident advisors to co-produce new ways of working that represent the communities needs and involve them in the process. Developing anti-racism training for staff and using this to develop anti-racist practice standards/handbook.

Public Health- Working with HCVS to pilot the anti-racist commissioning principles through health inequalities/ MATCH project. The objectives are to put the community in the lead to determine how they are commissioned. Developing data and evidence for alternate ways of commissioning community needs. Improving outcomes on a local health inequality that the community prioritises in a way that the community wants. The focus on Young Black men's mental health support was put forward by City and Hackney communities.

Working with Strategic Partners- we are working with statutory and community partners from across the system to start to develop a joint anti-racism commitment and framework towards. We also started to think about how we can work together to share resources to support Hackney residents. This work will continue to develop as we are all committed to this work.

During the Consultation, staff and residents gave suggestions about solutions to embed Anti-Racist Practice. We will be working with staff and residents to see how we can listen and incorporate these ideas into our practice, process and service plans. Some of these suggestions include:

- Ensure that when speaking about racism and the experiences of the diverse communities in Hackney we include the intersectional experiences of across all ethnicities in Hackney.
- We need to be able to hold institutions like police, education, and health to account when we see racism and racial inequality; and call them out to make changes. As well as ourselves within the council.
- We need to think about how we make spaces and places for the existing communities; and the impact of regeneration and gentrification on them. Thinking about developing services delivered by communities and in their languages
- Develop a community department that works to develop trust and relationships with diverse communities.
- Develop community scrutiny panel for diverse residents to be part of holding the council to account; criticise, develop and co-produce new and old policies and practices. We need more creative and better ways to engage, consult, hear their voice, to build stronger relationships with communities.
- The council needs to fund, and work with community centres that encourage unity and cohesion. As well as communities organisations and consortiums of community partners like REP and the 16+ network; which work together to support young people.
- We need to ensure that these plans are accessible to all the communities we serve; in terms of disability and diverse languages, as well as our understanding of the digital divide. For example its readability, accessibility to different languages, and easy reading.
- We need to ensure that the basic council services meet the needs of communities they serve; for example quality of council housing and the repair of damp and black mould.

- Councillors and Senior Leaders need to develop their relationships with residents and the wider community so that they better understand their issues and how they feel about the Council and Hackney. Residents felt that they were not always well represented.
- We need to find ways to protect existing businesses from gentrification in the area.
- There should be something specific about listening and acknowledging views of people from often marginalised communities, as part of working with them. Include acknowledgement of the intersectionality of climate change and inequality, with the poorest and Black and Global Majority likely to be most affected while richer people likely to be responsible for more of the carbon emissions that are causing climate change.
- We need consistency in their definition for racism and anti-racism across the council and statutory partners.
- We need to better understand current issues which cause trauma and distress to your communities and the council needs to stand up for human rights. If you can't do it, those celebrations are lip service
- We need to understand who is missing from data and not accessing our service, to understand how to meet their intersectional and specific needs of the community
- The Communication team needs to improve and develop the ways it connects with diverse communities; what services they need and how to best reach them here they are.
- We need to better map the statutory and voluntary sector services that Hackney has to offer and increase their visibility and accessibility for the communities that need them most.

Barriers and Challenges to Implementing Anti-Racism

It is important to understand the context and geopolitical climate that we are in today as a society and council in order to work to reduce them to work towards being Anti-racist.

Some of the barriers and challenges of implementing Anti-racism include:

- Traditional processes, practices and policies within the council contribute to systemic racism and discrimination which are upheld by the wider society; causing harm to many of the communities we serve.
- Hackney Council, like many other councils, has less central government funding every year; and are forced to make cuts to public funding in times which are already difficult for many families.

- There is a lack of consistent definitions, understanding and priorities in relation to Anti-racism, equality, intersectionality etc.
- Lack of accountability and governance; leadership to support the Anti-racism agenda.
- Limited spaces for Black and Global Majority staff and residents to feel safe to receive therapeutic support
- Siloed working across the council, and funding is also siloed making it easier for directorates not to work together.
- Many staff and residents are experiencing consultation fatigue and trauma due to consistent corporate plans to make changes, and many feel like no actions or being taken and words are just being said.
- Housing crisis/emergency (with low housing stock) and the impact of cost living, gentrification means that many families are experiencing inequalities and being displaced.
- Lack of inclusion and poor co-production for residents and staff across the council to be involved in practice and policy change and development.
- Lack of data and evidence being gathered against staff and residents' protected characteristics
- The public consultation of the equality plan revealed that many people in Hackney have strong beliefs that racism does not exist, and hold racist beliefs and views which are harmful to many of the communities we serve.
- It is also to understand the political climate that exists right now, where many people believe that racism does not exist. Additionally, there is a hostile environment, an anti-migrant/asylum framework, racist central government policies and a lack of support for migrants and refugees.

The wider Equality Plan; and as seen above this Anti-Racism Framework is working to better understand and eradicate these barriers; in order to work to embed Anti-Racist practice.

Appendix

Glossary

Anti-Racism

The London Local Government Anti-Racism Statement, which Hackney helped to develop, has been signed by all local authorities and should be committed to taking an anti-racist approach because the most damaging aspects of inequality and racism are embedded in society. It is not enough to “not be racist” or to focus on tackling conscious hatred, like racial abuse. It is everyone’s responsibility to proactively and continuously:

- Unpack and reset beliefs, assumptions and values;
- Take action when we observe racism come into play in beliefs, assumptions and values and the decisions and actions that follow, however subtle;
- Be humble and educate ourselves in what we don’t know about racial inequalities and racism that exists, rather than putting the onus on others to educate us.

Decolonising

- Decolonisation itself refers to the undoing of colonial rule over subordinate countries but has taken on a wider meaning as the ‘freeing of minds from colonial ideology’ in particular by addressing the ingrained idea that to be colonised was to be inferior. Decolonisation then offers a powerful metaphor for those wanting to critique positions of power and dominant culture.
- This is the process in which we rethink, reframe and reconstruct a society that preserves the Europe-centred and colonial lens. This should not be mistaken for diversity, which still exists within Western bias; Decolonisation goes deeper in challenging the institutional hierarchy and Western ownership of knowledge.

Equality

- refers to providing equal opportunities to everyone and protecting people from being discriminated against.

Equity

- Equity recognizes that each person has different circumstances and allocates the exact resources and opportunities needed to reach an equal outcome.
- “The route to achieving equity will not be accomplished through treating everyone equally. It will be achieved by treating everyone equitably, or justly according to their circumstances.”

Institutional Racism

- 'The collective failure of an organisation to provide an appropriate and professional service to people because of their colour, culture or ethnic origin. It can be seen or detected in processes, attitudes and behaviour which

amount to discrimination through unwitting prejudice, ignorance, thoughtlessness and racial stereotyping.'

- Macpherson Report 1999

Intersectionality

- "Intersectionality is a metaphor for understanding the ways that multiple forms of inequality or disadvantage sometimes compound themselves and create obstacles that often are not understood among conventional ways of thinking."
- Kimberlé Crenshaw

Oppression

- a situation in which people are governed in an unfair and cruel way and prevented from having opportunities and freedom.
- The Smithsonian National Museum of African American History & Culture defines oppression as "a combination of prejudice and institutional power that creates a system that regularly and severely discriminates against some groups and benefits other groups...A person of a non-dominant group can experience oppression in the form of limitations, disadvantages, or disapproval. They may even suffer abuse from individuals, institutions, or cultural practices."

Racism

- Under the Equality Act 2010 (section 9), race is a protected characteristic. Race includes your colour, caste, nationality or/and ethnic or national origins; it also covers ethnic and racial groups (groups of people with the same protected characteristic of race or ethnicity). Therefore, racism, under the Equality Act 2010, is being discriminated against due to your race.

Structural Racial Inequality

- 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.

Whiteness

- Green, Sonn and Matsebula (2007) conceptualise Whiteness as the production and reproduction of the dominance, and privileges of people racialised as White. Others have suggested that Whiteness is the cause of enduring racial inequality, injustice and power differentials between various racial groups and the source of specific patterns of social relations within particular spatial contexts (Neely and Samura, 2011). Whiteness holds its power by the ways in which it has become woven into the fabric of 'western'

(and former colonised) societies, so that all aspects of 'our' culture, norms, and values centre and privilege White people. In the absence of disconfirming information, Whiteness is the assumption. It is the standard against which all other cultures, groups, and individuals are measured and usually found to be inferior, deficient or pathological (Dyer, 1997).

- Whiteness is not consciously known to White people who generally are not socialised to see it nor to understand they are racialized beings, let alone how their being is experienced by non-White groups and individuals. This unknowing or blindness, naturally serves to keep the status-quo undisturbed. As a result, conversations on Whiteness are usually fraught. They often lead to collective denial of the very existence of the structure. To anger. To silence. And, sometimes to violence. Despite this, at times of actual or perceived threat, attempts to reassert the dominance of Whiteness can be observed so that its silent (and denied) configurations can become manifest.

Black and Global Majority

- Black and Global Majority is a collective term for non-White people of Indigenous, African, Asian, and Latin American descent who constitute approximately 85% of the global population. It is a term used as an alternative to terms to Black, Asian and Minority Ethnic (BAME) groups.
- However, it is important to understand that best practice is to describe people the way that they wish to be, in terms of race and ethnicity, rather than using terms or names that are similar to minorities and others. Additionally, people are not homogenous groups that are all the same due to their ethnic background.
- Some communities like the Jewish communities in Hackney, do not believe this term represents them in definition.