

REPORT OF

# CARDIFF

# RACE EQUALITY

# TASKFORCE

MARCH 2022



# FOREWORD

## A Statement from Cardiff's Race Equality Taskforce Chair

Chairing Cardiff's Race Equality Taskforce offered me an incredible opportunity to serve my city, community and all Cardiff residents. As a lifelong resident of Cardiff and a serving Councillor for Butetown, home to one of the United Kingdom's longest standing Black communities, this journey has been one of great personal significance.

Over the course of the Taskforce programme, I have been inspired by the aspirations and vision of Cardiff residents, from all walks of life, in delivering action on race inequality in our city.

Creating the Taskforce was Cardiff Council's pledge to use our convening power as a local authority to shape change in our capital city, contributing to a fairer and more equal society for our Black and ethnic minority communities, both longstanding and new.

The brutal killing of George Floyd in the USA rightfully surfaced feelings of enormous anger and sadness about the ongoing scale of global racial injustice that confronts our society today. This was a call to action for us all to do more and our city was unafraid to be at the forefront of change and the collective fight for racial justice. The disproportionate impact of COVID 19 on Black, Asian and other ethnic minority communities, visible both locally and nationally, further underscored the longstanding challenge that we must address - making Cardiff, Wales and the UK more equal places for all of their citizens.

The proposals outlined in this report have been developed collaboratively. I am grateful for the efforts of many local people and organisations across Cardiff in co-producing the recommendations outlined throughout this report and helping the Taskforce to find meaningful opportunities for change in our city.

Throughout the Taskforce programme, we have reached out to engage local people and community institutions to ensure that the proposals we developed accurately reflected the experiences and priorities of Cardiff's ethnic minority communities and have worked hard to

incorporate what communities, and the academic evidence on ethnic inequality, have told us.

I would like to thank all staff, partners and residents for taking part in this programme and in particular recognise the leadership of our Taskforce members for acting as critical friends during this process, by providing vision, challenge and insight throughout. Collectively, we have approached this important mission with intent and optimism for a better future. This has led to a strategic approach that is built on collaboration, understanding and mutual trust. This report is a body of work our city can take pride in.

We intend this to be a practical plan, outlining specific actions to be taken across all the key policy areas which emerged as our priorities, selected for their potential for change and their significance in shaping the experiences of and opportunities for Black and ethnic minority Cardiffians.

Our work on race equality acts as a blueprint for Cardiff's future work on equality, diversity and inclusion more broadly, which aims to create a workforce that not only invites diverse talent, but also actively builds a workforce that truly represents the community it serves through the people that we recruit and nurture.

I hope and expect that many of our recommendations will benefit White working class communities in our city too, as many require actions which also contribute to reducing socioeconomic inequality in a general sense.

It is important to recognise that there are limits what local efforts to transform ethnic minority representation and opportunities can achieve. We hope that the visionary local approach outlined in this report will be reinforced nationally, for example through national targets, robust equalities legislation including the current protections of the Equality Act 2010 and Human Rights Act 1998, and that the UK and Welsh Governments will join us in efforts to set a positive example through promoting greater diversity in Whitehall and the Welsh Civil Service. To support local action, we



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also emphasise the need for appropriate funding arrangements for local government which support the delivery of local action on race equality. For this reason, the Taskforce welcomed the publication of the Welsh Government's Race Equality Action Plan for consultation, and the strong collaboration with ethnic minority residents of Wales that has informed its production so far.

Our ambitious approach in developing our Taskforce and this report has put us at the forefront of race equality in local government in not only Wales, but the whole of the UK. I am deeply proud to have been part of this journey of change as Chair of the Cardiff Race Equality Taskforce, but I am intensely aware that achieving real change requires race equality to be 'everyone's business' and for anti-racist action to be incorporated into the design and everyday life of our city.

For this reason, we should all take heart in the shared ownership and commitment to deliver on the areas of action identified in this report, and the breadth of partnership activity already underway which demonstrates a clear vision and commitment to creating a more equal capital city across our public services, voluntary sector and within our communities.

This may be the conclusion of our city Taskforce's work, but I am confident that this is only the beginning of our city's efforts to end long-standing racial injustices for good.

**Cllr Saeed Ebrahim**  
**Ward Member for Butetown**  
**Chair of Cardiff's Race Equality Taskforce**  
**2020-2022**

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# INTRODUCTION

The tragic death of George Floyd in the USA saw protests take place across the world, including in Cardiff, as part of the Black Lives Matter movement. This led to a reflection, both on how the history of Black communities in the UK is treated, and on the ongoing challenges that ethnic minority people continue to face in today's society.

Over the past eighteen months, Cardiff's Race Equality Taskforce has been tasked with identifying practical opportunities for change to improve race equality in our city, finding new ways that we could deploy local levers to improve outcomes for Ethnic Minority residents.

This report outlines the work completed by Cardiff's Race Equality Taskforce between July 2020-March 2022.

This work has been facilitated with the support of staff from Cardiff Council, and with the collective support and contributions of city public and voluntary sector partners, including Cardiff & Vale University Health Board, South Wales Police and many others.

## Why was Cardiff's Race Equality Taskforce created?

The context for the establishment of the city's Race Equality Taskforce had been well documented in several recent studies, reviews and inquiries, which revealed the extent of racial inequality in the UK, including:

- The Race Disparity Audit, published in 2017, showed inequalities between ethnicities in educational attainment, health, employment and within the criminal justice system.
- The McGregor-Smith Review of race in the workplace, published in 2017, found people from Black and Minority Ethnic backgrounds were still disadvantaged at work and faced lower employment rates than their White counterparts.
- The Lammy Review, also published in 2017, found evidence of bias and discrimination against people from Ethnic Minority backgrounds in the justice system in England and Wales.
- The Windrush Lessons Learned Review, published in March 2020, found the Home Office showed, "institutional ignorance and thoughtlessness towards the issue of race."

Whilst the issue of racial injustice is therefore a UK-wide one, the creation of our Taskforce recognised the important influencing role of local leadership in demonstrating the possibility for change.

We committed to testing new approaches to improve outcomes for ethnic minority citizens using local transformation levers and identifying solutions with local ethnic minority residents, as experts through their personal lived experience.

In the data section of this report, we describe some of the most insightful data on race inequality in our city in more depth. Cardiff's data story on ethnic inequality is by no means unique or unusual in the UK context but demonstrates both complex and alarming realities.

Achieving change requires openness and transparency in describing the reality of racial inequality through institutional and system data and throughout the Taskforce's programme, we have sought to utilise the available data to bolster our understanding of both the issues and the solutions.





## The Taskforce's mandate and objectives

Through a report to Cardiff Council's Cabinet, it was agreed that a Race Equality Taskforce for Cardiff would be established to work to the following objectives:

- Work with Cardiff's communities and organisations to improve and prioritise race equality to achieve an inclusive, cohesive, thriving and representative city;
- Guide Cardiff's policy and strategy developers to make sure race equality is included in all of their work;
- Use the Council's convening power to advance race equality in the public, private and voluntary sector, working closely, where required, with the Cardiff Public Services Board;
- Coordinate actions and recommendations to advance race equality, focusing on priority work-streams, identified in consultation with the city's ethnic minority residents;
- Report our progress on race equality and the general impact of inequality and discrimination on the ethnic minority communities of Cardiff.

## Our starting point

As our starting point, Cardiff Council had already taken several positive steps to support race equality as a major employer and public institution in the city, including:

- Appointing an Executive Sponsor for race – this is the Chief Executive
- Signing the Business in the Community Race at Work Charter as a clear commitment towards race equality
- Examining and publishing workforce and ethnicity pay gap data to strengthen understanding of the existing workforce and inform the approach to recruitment and progression for ethnic minority staff
- Implementing a new approach to recruitment which seeks to minimise unconscious bias in the shortlisting process by removing personal details such as name and address
- Refreshing and relaunching the equality training offer, available to all staff, and the organisational training programme for Equality Impact Assessments
- Published a new Strategic Equality Plan for 2020-2024 which clearly articulates the role of key council services in addressing all forms of inequality in the city, with specific consideration given to areas such as ethnic inequality in the local labour and housing markets.

# ABOUT CARDIFF'S RACE EQUALITY TASKFORCE

To ensure that our work was informed and shaped by local ethnic minority residents, the development of the Race Equality Taskforce's programme of proposals had been a highly participative process.

We invited local residents to join our city's Race Equality Taskforce through an open and accessible public appointment process. This attracted 60 applications and through this process, 14 members were appointed from diverse professional backgrounds, varied minority ethnicities, ages, genders and walks of life. Achieving a broad representation of experiences and expertise was clearly important to achieving a quality and comprehensive range of local proposals in the Taskforce programme.

Applications for membership of the Taskforce were assessed against the following person specification:

### Knowledge

- Knowledge of and commitment to race equality
- Knowledge of key social and economic policy issues affecting Black and Asian Minority Ethnic communities in Cardiff and Wales

### Experience

- Proven experience of working in partnership to deliver on shared goals

### Skills

- An ability to foster strong relationships, engage others and communicate effectively.

Members were also selected to achieve an optimum balance of representation across the following sectors:

- Children and Young People
- Voluntary Sector and Community Organisations
- Public Services
- Major Employers and Small-to-Medium Sized Enterprises (SMEs)
- Culture and the arts
- Education including Further and Higher Education
- Sport
- Trade Unions



**APPENDIX B TO THIS REPORT PROVIDES A BIOGRAPHY FOR ALL TASKFORCE MEMBERS, EXPLAINING THEIR PROFESSIONAL AND PERSONAL EXPERIENCE RELEVANT TO THE TASKFORCE'S PROGRAMME, INCLUDING THE CHAIR, GLLR SAIED EBRAHIM.**



Against these criteria, the following membership was appointed.

- Asmut Price- Chair of Cardiff Council’s Black and Asian Minority Ethnic Network
- Emma Wools –Deputy Police and Crime Commissioner, Office of the Police and Crime Commissioner for South Wales
- Keithley Wilkinson- Equality Manager, Cardiff & Vale University Health Board (December 2020-December 2021 due to moving to a new role)
- Catherine Floyd/ Locum Consultant in Public Health, Public Health Wales (December 2020-September 2021) / Sian Griffiths – Consultant in Public Health Medicine (December 2021- March 2022)
- Marcus Walters- Director, Burges Salmon
- Anita Naoko Pilgrim- University Lecturer in Race, Gender and History, Open University
- Najma Hashi- Change Maker Support, Office of the Future Generations Commissioner
- Salah Mohamed- Former Chief Executive of the Welsh Refugee Council
- Yaina Samuels- Founder of NuHi Training Social Enterprise
- Daniel Mapatac- Final year student at Cardiff University
- Eshaan Rajesh- Sixth Form Student at Fitzalan High School and Representative of Cardiff Youth Council
- Yusef Jama- Cardiff-based Taxi Driver and Unite Cardiff Branch Secretary for the Taxi Trade
- Cllr Daniel De’Ath- Current Councillor for Plasnewydd and former Lord Mayor of Cardiff (2018-2020)
- Hilary Brown- Chair of Butetown Community Centre

## Identifying our Taskforce Priorities

A rapid and focused consultation was undertaken in August 2020 to seek ethnic minority residents’ views on the priorities for the Taskforce. This was to inform the establishment of the Taskforce’s work-streams, each of which would coordinate strategic evidence, practice and policy reviews and produce proposals for action.

Here we provide a summary of the consultation findings.

A total of 869 responses were included in analysis, of which 40% were from Ethnic Minority backgrounds.

The following areas were proposed as the following initial areas of focus for the Taskforce’s consideration. We sought views on these five proposed areas as they were identified as areas in which a programme of action could have a positive impact on the outcomes of Ethnic Minority residents and communities in Cardiff in both the short and longer term.



They are also areas where both local and national evidence tells us that there is a long way to go to achieve race equality at a UK level.

| Proposed areas of focus  | Summary of responses  |
|--|---|
| What more can be done to ensure that the Council’s membership and workforce represents the full diversity of the city it serves;   | 74.9% of respondents supported this priority, 91% of respondents from ethnic minority backgrounds supported this priority.  |
| The experiences of ethnic minority children and young people in education, in alignment with the Welsh Government’s recently announced working group focusing on this area;                                    | 79.1% of respondents supported this priority, 88.4% of respondents from ethnic minority backgrounds supported this priority |
| Supporting ethnic minority communities to access employment opportunities;   | 75.1% of respondents supported this priority, 93% of respondents from ethnic minority backgrounds supported this priority.  |
| Diversity in the public realm, working closely with the Taskforce recently established by the Welsh Government to audit statues, street and building names to address Wales’ connections with the slave trade; | 59.4% of respondents supported this priority, 78.7% of respondents from ethnic minority backgrounds supported this priority |
| Supporting the civic and democratic involvement of ethnic minority communities through voter registration and participation in the Census 2021   | 84% of respondents supported this priority, 91.5% of respondents from ethnic minority backgrounds supported this priority   |

We also asked respondents to prioritise these areas of focus, and the results are summarised below:



**APPENDIX C OF THIS REPORT PROVIDES THE FULL FINDINGS OF THIS CONSULTATION IN DEPTH.**

## Establishing the Taskforce

The inaugural convening of the Race Equality Taskforce took place on 1st December 2020 and the appointed Chair and membership confirmed their priority areas of work. The selection of these priorities was informed by comprehensive analysis of the available ethnic inequality data and the views of city residents, as captured by the Taskforce’s consultation.

The Taskforce confirmed the following three priority themes to be led and developed by Cardiff Council. Whilst Cardiff Council hold an important convening role across these themes of work, the Taskforce recognised that they also required broad partnership focus that reached beyond the Council itself and into other parts of the public, private and voluntary sector. As such, the sub-groups developing the work programme were multi-agency and benefited from broader expertise from the city and beyond.

- A) Employment and Representative Workforce:**
- B) Education and Young People**
- C) Citizen’s Voice**

Responding to residents’ views within the consultation that further areas of Taskforce focus should include Health and Criminal Justice, the Taskforce sought further collaboration with the Cardiff & Vale University Health Board, South Wales Police and Cardiff Community Safety Partnership to create and progress a programme of work against these two additional themes.

These public sector bodies and partnerships offered their support to the objectives of the Taskforce Programme and two further thematic sub-groups were created:

- D) Health**
- E) Criminal Justice**

## The role of the sub-groups

Each sub-group was tasked with coordinating strategic evidence, practice and policy reviews in order to produce a proposal of short, medium and long-term recommendations for consideration by the Taskforce and, where approved by the Taskforce membership, these proposals would be progressed to the appropriate decision-making board as recommended city-led activity.

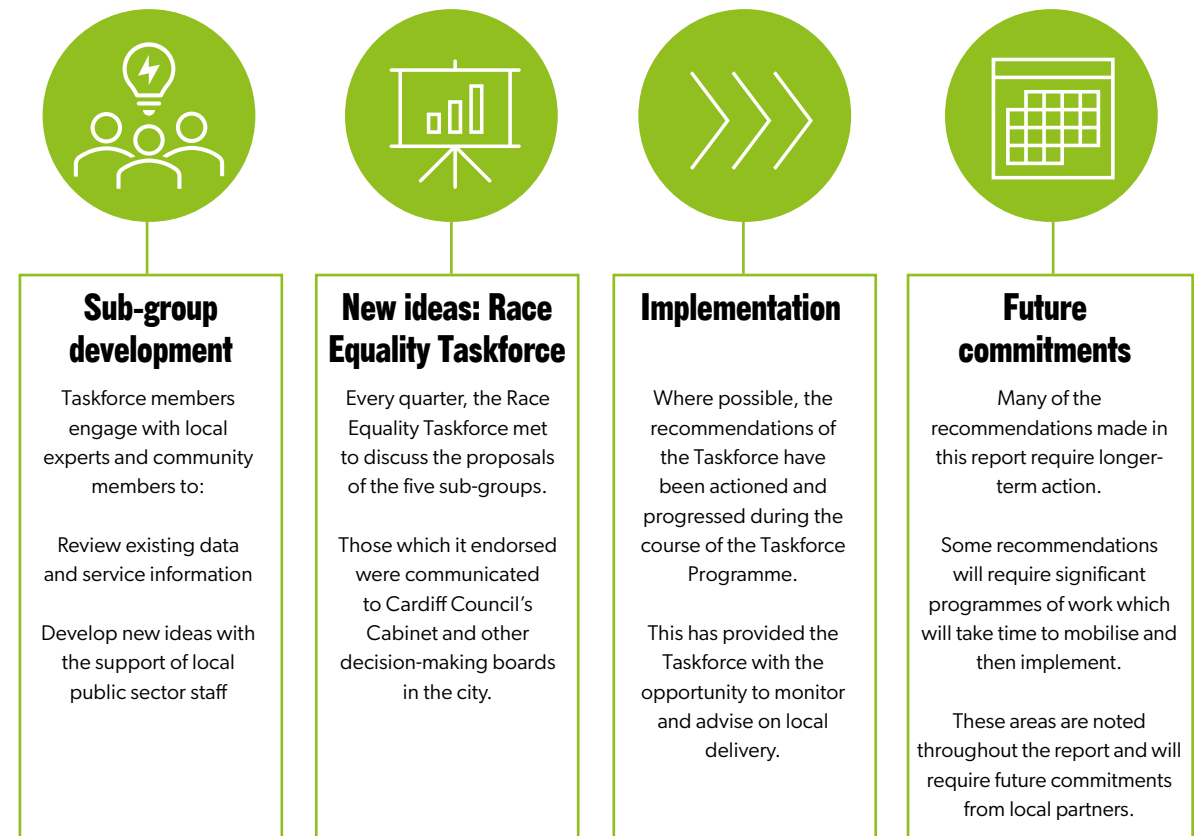
The membership of all work streams included representation from Taskforce members with expertise in the relevant field, Council officers and other stakeholders from across the public, private and voluntary sector as appropriate for each theme. This approach enabled the Taskforce to benefit from the expertise of credible practitioners who offered advice and supported the identification of substantive and evidence-based recommendations to improve race equality in Cardiff within each stream, and the authentic voice of ethnic minority residents through representation in all sub-groups.

During the 18-month Taskforce programme, each sub-group produced comprehensive proposals for change.

Their proposals were presented at quarterly meetings of the Race Equality Taskforce and following discussion, where adopted, they were progressed to the relevant decision-making board as recommendations.

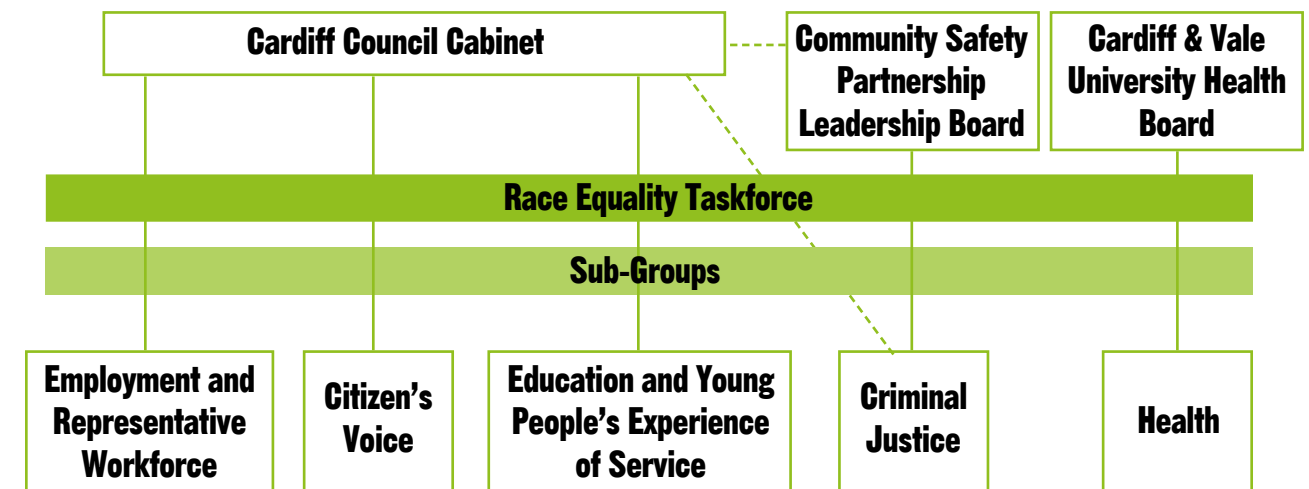


## City-led ideas for change: Our process



## Progression of Taskforce proposals into decision-making boards for the city

The governance for the Race Equality Taskforce’s recommendations is explained in the graphic below



A comprehensive Terms of Reference was developed to support the Taskforce membership in delivering their role and confirm the destination of its recommendations to Cabinet, the Community Safety Partnership and Cardiff & Vale University Health Board’s Welsh Language and Equality Board. Terms of Reference were also produced to support each sub-group. These are available as Appendix D to this report.

## What about the Diversity in the Public Realm theme & Sir Thomas Picton Statue at City Hall?

A feature of the Black Lives Matter movement is its call to reassess how individuals in British history with involvement in slavery and the British Empire were commemorated.

In Cardiff, this focused on the statue of Sir Thomas Picton in the Marble Hall at Cardiff's City Hall, whose military career and death at the Battle of Waterloo drove his original inclusion in the 'Heroes of Wales' collection. Amongst growing awareness and understanding of the brutal nature of his Governorship of Trinidad and his involvement in slavery, many city residents added their names to a call to move the statue to a more appropriate location.

A democratic mandate was sought for the proposed removal of this historic monument through a debate and decision by Full Council, which enabled the Council to consider the practicalities of safely removing the statue and managing any associated implications to the listed status of the Marble Hall. In both the Taskforce's public consultation and across the Taskforce's membership, there was a clear view that the Taskforce's programme of work should focus on areas of policy change which have the greatest potential to reshape disadvantaged outcomes for ethnic minority groups in the immediate and longer term.

Recognising that a decision had been taken by elected members to coordinate the removal of the Sir Thomas Picton Statue from City Hall, that the Council had committed to a process to achieve this and that a national audit was underway; 'The Slave Trade and the British Empire: an audit of commemoration in Wales' led by Gaynor Legall, the Taskforce chose to focus their local work on other policy areas and did not adopt the Diversity in the Public Realm Theme for their programme.

This does not affect the status or progression of the commitment to remove the Sir Thomas Picton statue, which has been sustained through the relevant planning procedures. Information regarding this continues to be published on the Council's planning portal and where appropriate, further communications will be shared regarding this issue, where significant milestones have been reached.





# DATA ON EQUALITY AND ETHNIC DIVERSITY IN CARDIFF

In this chapter, we provide an overview of some relevant evidence on ethnic diversity and race equality in Cardiff. The evidence presented below draws upon and layers a range of sources, from the Census and School Census, Annual Population Survey, data from the UK Government's Ethnicity Facts and Figures portal and the Welsh Index of Multiple Deprivation.

**FURTHER DATA ON EACH OF THE TASKFORCE'S THEMATIC PRIORITIES IS ALSO PROVIDED BY CHAPTER LATER IN THIS REPORT E.G. COUNCIL WORKFORCE DATA CAN BE FOUND IN THE EMPLOYMENT AND REPRESENTATIVE WORKFORCE CHAPTER.**

## Cardiff's race equality data story: Insights and limitations

It is widely accepted that the quality of ethnicity data held by public services needs to improve, this is true not just for public services who have engaged in Cardiff's Race Equality Taskforce, but across a wide range of public services at a UK level. As such, future data collection and use in service design has emerged as a priority area for each of the Taskforce's sub-groups, as a recommendation for public bodies in the city and beyond.

There are currently limitations in the available data at both a UK, Wales and local level from which to fully understand the issues and connectors, and from which the Taskforce would have hoped to measure the future impact of their recommended policy changes and new approaches. For this reason, in future service delivery the Taskforce encourages robust data collection on ethnicity and for future service evaluations to be cognisant of ethnicity data to support an improved body of evidence on 'what works' in addressing racial inequality and enabling the sharing of this learning more broadly.

It is important to recognise that the data presented here can never be fully comprehensive and our Taskforce were cautious to avoid making too broad generalisations from the available data. At the individual level, experiences will not always conform to the trends outlined in the high-level

data presented here and some ethnic minority groups are, for example, well-represented in some professional occupations and outperform their White peers in terms of academic attainment.

Whilst there are some clear trends in the data presented, ethnic minority groups are not homogenous, and the Taskforce and its sub-groups were mindful to adopt a nuanced approach when considering their recommended local interventions on ethnic inequality, underrepresentation and factors of disproportionality.

Despite the current data limitations, like any other policy area, adopting an evidence-led approach enabled the Race Equality Taskforce to consider how their recommendations could be measured for impact and evaluated to inform future policy approaches. Notwithstanding the current limitations in the availability of relevant data, the Taskforce sought to use the data which is available to shape their proposals.

Together, the data sources referenced in this report still provide a rich picture of race equality in the city and detail some clear disproportionality in terms of deprivation and lack of opportunity experienced by some ethnic minority communities in Cardiff.

The data paints a complex picture across the city, and it is accepted that the drivers of these inequalities are multifaceted and not all levers are within the control of the Council or local public services, but the data provides a starting point for analysis and policy development and its use must be a central component of future action on racial injustice at a city, national and UK level.



**cyfrifiad  
census  
2021**

### Spotlight on: Census 2021

The Census is a survey conducted by Office for National Statistics. It takes place once every 10 years, with the first official census taking place in 1801.

The Census is useful as it provides very comprehensive and detailed population data, and that is why we often refer to Census 2011 data throughout this report- as it is the most recently available data which provides insight into the experiences and lives of ethnic minority residents in our city.

The Census is important because the detailed information it collects regarding the population will be used by the UK and Welsh Governments, Councils and all public services for the next decade in their service planning and resource allocations. These are decisions which affect everyone's lives, from determining housebuilding targets, agreeing school organisation and broader city planning issues.

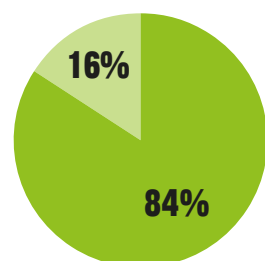
During the Taskforce programme, we supported efforts to increase visibility and awareness around the Census 2021 and completion of this important survey by ethnic minority residents. This work was supported by a local team of ONS staff who conducted outreach to engage the city's Indian, Black African, Chinese and EU Roma communities to ensure they were accurately represented in the city's Census data.

When the 2021 Census data is published, we encourage local public services to reflect on what this data illustrates for our city's ethnic minority communities and that relevant analysis and key findings are made visible to all relevant staff and partner agencies.

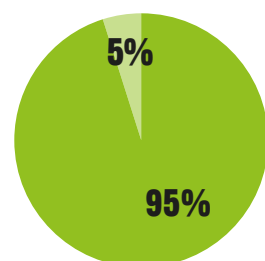
# DATA ON ETHNIC DIVERSITY AND INEQUALITY

## Overall population: ethnicity data

Cardiff Population by Ethnicity



Wales Population by Ethnicity



White Black, Asian, Minority Ethnic

White Black, Asian, Minority Ethnic

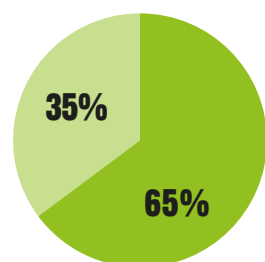
Using statistics from the Annual Population Survey, it is estimated that, for the year ending 31 June 2021, 76,700 of Cardiff's residents were from ethnic minority groups: 15.6% of the total population.

In comparison, 153,500 individuals are from ethnic minority groups in Wales as a whole: 4.9% of the total population. This suggests that half of Wales' ethnic minority citizens, live in the capital.

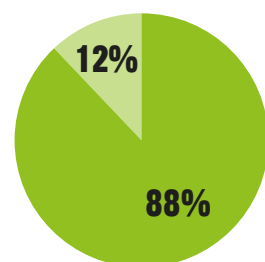
SOURCE: Stats Wales, Ethnicity by Area and Ethnic Group, Year ending 30 June 2021 [www.statswales.gov.wales/Catalogue/Equality-and-Diversity/Ethnicity/ethnicity-by-area-ethnicgroup](http://www.statswales.gov.wales/Catalogue/Equality-and-Diversity/Ethnicity/ethnicity-by-area-ethnicgroup)

## School population: ethnicity data

Cardiff School Population by Ethnicity



Wales School Population by Ethnicity



White Black, Asian, Minority Ethnic

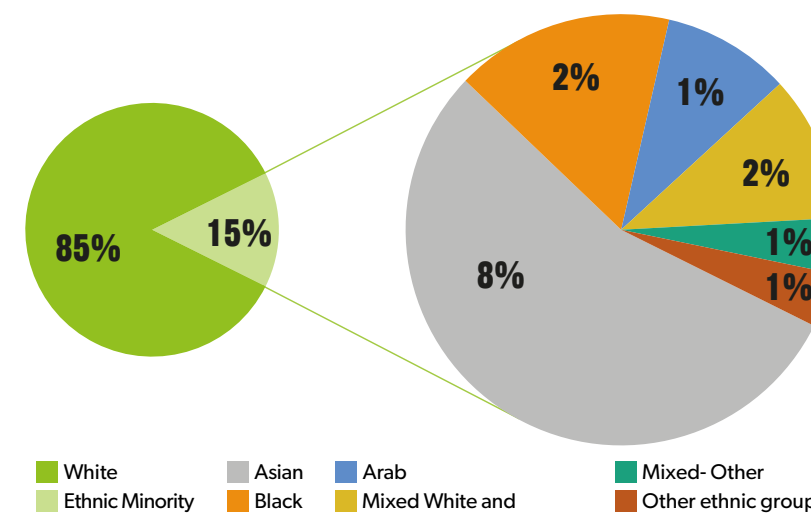
White Black, Asian, Minority Ethnic

Data from the Pupil Level Annual School Census for 2020/21 indicates that 15,520 pupils in Cardiff aged 5 or over are from ethnic minority groups: 35.2% of the total school population, compared with 12.1% for Wales as a whole.

SOURCE: Pupil Level Annual School Census 2020/21, [www.statswales.gov.wales/Catalogue/Education-and-Skills/Schools-and-Teachers/Schools-Census](http://www.statswales.gov.wales/Catalogue/Education-and-Skills/Schools-and-Teachers/Schools-Census)

## Cardiff's Population: Data on ethnic groups

The most reliable data on the population size of each ethnic group at the time of this report's publication comes from the 2011 Census, which is currently out of date. This data does however provide some insight into the city's ethnicity profile and is included here to provide insight into the comparative sizes of different ethnic groups in the city and the diversity encapsulated by the term 'ethnic minority' which we have used throughout this report.



White Asian Arab Mixed-Other  
Ethnic Minority Black Mixed White and Black African/Caribbean Other ethnic groups

## Population by Country of Birth & Nationality: A comparison of Cardiff, Wales & the UK

### Population by Country of Birth:

|         | Population Estimate | UK Born    |      | Non-UK    |      |
|---------|---------------------|------------|------|-----------|------|
|         |                     | Estimate   | %    | Estimate  | %    |
| UK      | 66,329,000          | 56,689,000 | 85.5 | 9,614,000 | 14.5 |
| Wales   | 3,120,000           | 2,932,000  | 94.0 | 188,000   | 6.0  |
| Cardiff | 373,000             | 322,000    | 86.3 | 51,000    | 13.7 |

### Population by Nationality:

|         | Population Estimate | British    |      | Non-British Born |     |
|---------|---------------------|------------|------|------------------|-----|
|         |                     | Estimate   | %    | Estimate         | %   |
| UK      | 66,329,000          | 60,287,000 | 90.9 | 6,013,000        | 9.1 |
| Wales   | 3,120,000           | 2,994,000  | 96.0 | 126,000          | 4.0 |
| Cardiff | 373,000             | 336,000    | 90.1 | 37,000           | 9.9 |

Source: Population Estimates by Country of Birth (UK/Non-UK) for the period July 2020- June 2021, Office of National Statistics



## Ethnicity & Gender: A summary of key UK statistics on socioeconomic status

- In every ethnic group, a higher percentage of men than women were in 'higher managerial and professional occupations' (the highest socio-economic group); the biggest difference was in the Indian group, where 27% of men and 13% of women were in such occupations
- In nearly every ethnic group, a higher percentage of women than men were in the 'never worked or long-term unemployed' socio-economic group; the biggest difference was in the Pakistani and Bangladeshi ethnic groups, where women were nearly twice as likely as men to be in that socio-economic group
- 60% of women and 40% of men from the Arab ethnic group, and 51% from the Bangladeshi group, were classed as 'never worked or long term unemployed', the highest percentages for women out of all ethnic groups
- Men from the Pakistani ethnic group were most likely to be 'small employers and own account workers' (at 19%), and Mixed White and Black Caribbean men were least likely to be (at 5%)

**SOURCE: UK Government, Ethnicity Facts and Figures Portal, Work, Pay & Benefits, <https://www.ethnicity-facts-figures.service.gov.uk/work-pay-and-benefits>**

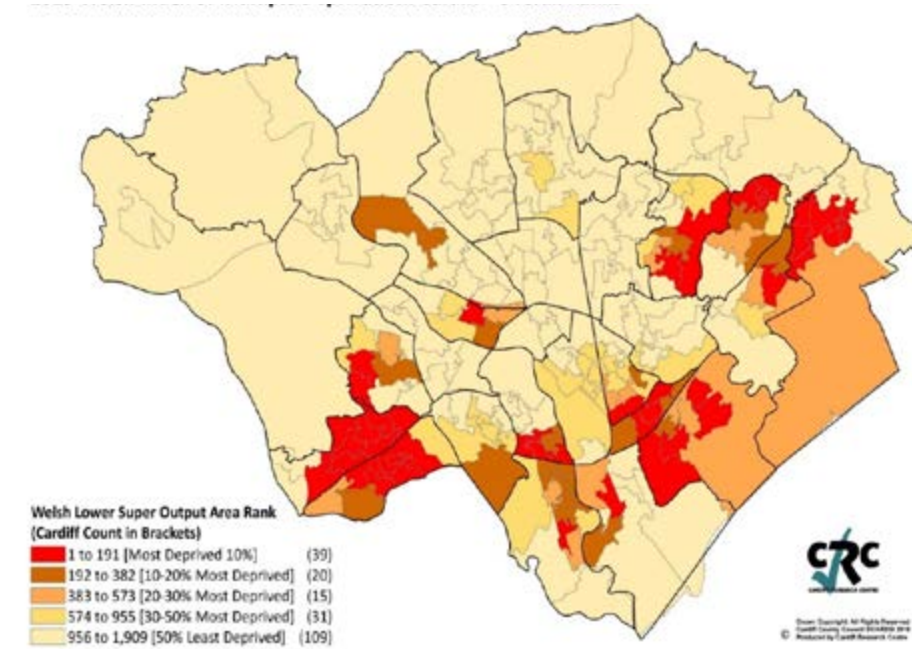


## Overall inequality: Welsh Index of Multiple Deprivation data

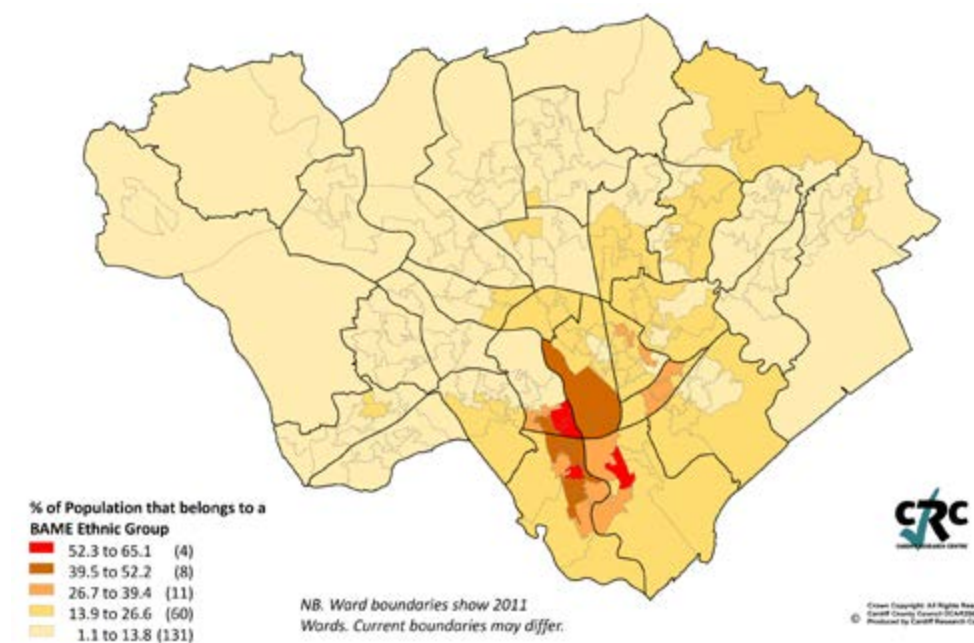
The Welsh Index of Multiple Deprivation (WIMD) is the Welsh Government's official measure of relative deprivation for small areas in Wales. It identifies areas with the highest concentrations of several different types of deprivation. WIMD ranks all small areas in Wales from 1 (most deprived) to 1,909 (least deprived).

The Welsh Index of Multiple Deprivation paints a complex picture for the city. However, in terms of overall deprivation, 34.8% of Cardiff's Black/African/Caribbean/Black British population reside in the top 10% most deprived areas of the city, this is twice the rate of the White ethnic group.

### 2019 Welsh Index of Multiple Deprivation: Cardiff - Overall Ranks



### Percentage of Total Population that Belongs to a BAME Ethnic Group by LSOA, 2011 Census





## Race Equality Taskforce: Priorities for change



In the following chapters of this report, we provide a summary of evidence regarding ethnicity within each theme, an outline of Cardiff's Race Equality Taskforce's general reflections for future local work within the thematic area and specific itemised recommendations developed by the Taskforce to support future action-planning and delivery.



# THEME 1: EMPLOYMENT AND REPRESENTATIVE WORKFORCE

## Employment and Representative Workforce

**NOTE:** Here we have primarily used the most recent UK-wide data due to limitations within local data sets, such as small sample sizes, and as the local Census 2011 data is now over 10 years old.

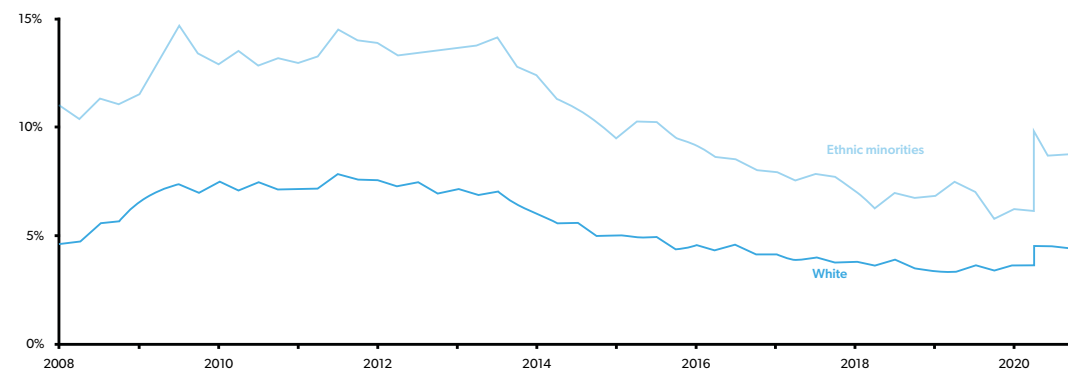
The Annual Population Survey 2019 data suggests that the unemployment rate for White and Ethnic Minority Groups is the same in Wales, at 4%, but this figure should be treated with caution in light of other UK statistics with larger sample sizes.

### Unemployment

In the twelve months to June 2021, the UK unemployment rate was highest for people from a Black (12%) ethnic background, and lowest for people from a White (4%) or Indian (5%) ethnic background.

#### Unemployment rate by ethnic background: UK, 2008-21

People aged 16+, not seasonally adjusted



This trend is even more pronounced amongst young people, with Black young people experiencing unemployment rates 3 times higher than their White peers.

#### Unemployment by age and ethnic background

July 2020 - June 2021, Thousands

|                            | 16-24      |              | 25-49      |             | 50+        |             | Total (16+)  |             |
|----------------------------|------------|--------------|------------|-------------|------------|-------------|--------------|-------------|
|                            | Level      | Rate(%)      | Level      | Rate(%)     | Level      | Rate(%)     | Level        | Rate(%)     |
| White                      | 440        | 13%          | 500        | 3%          | 330        | 3%          | 1,270        | 4%          |
| Black                      | 40         | 36%          | 60         | 9%          | 30         | 8%          | 130          | 12%         |
| Bangladeshi/ Pakistani     | 20         | 22%          | 30         | 7%          | <10        | 10%         | 60           | 10%         |
| Indian                     | <10        | 18%          | 30         | 5%          | <10        | 4%          | 50           | 5%          |
| Other ethnic backgrounds   | 60         | 26%          | 70         | 6%          | 20         | 7%          | 150          | 9%          |
| Minority ethnic background | 130        | 26.4%        | 200        | 6.6%        | 70         | 7.1%        | 400          | 9.0%        |
| <b>Total</b>               | <b>580</b> | <b>14.6%</b> | <b>700</b> | <b>3.7%</b> | <b>400</b> | <b>3.7%</b> | <b>1,670</b> | <b>5.7%</b> |

Source:ONS Annual Population Survey microdata

Notes: All numbers rounded to nearest 10,000 and may not sum due to rounding. Estimates based on survey responses so subject to sampling error.

"Other ethnic backgrounds" includes people from Chinese, other Asian, mixed/multiple or other ethnic backgrounds.



The unemployment rate is lower for men from a minority ethnic background (8.3%) than for women (9.8%), but this varies across different ethnic minority groups.

#### Unemployment by ethnic background and sex: UK

July 2020 - June 2021, Thousands

|                            | Male       |             | Female     |             | Total        |           |
|----------------------------|------------|-------------|------------|-------------|--------------|-----------|
|                            | Level      | Rate(%)     | Level      | Rate(%)     | Level        | Rate(%)   |
| White                      | 740        | 4.8%        | 530        | 3.9%        | 1,270        | 4%        |
| Black                      | 50         | 10.4%       | 80         | 13.1%       | 130          | 12%       |
| Bangladeshi/ Pakistani     | 30         | 8.1%        | 30         | 12.4%       | 60           | 10%       |
| Indian                     | 20         | 4.4%        | 30         | 6.6%        | 50           | 5%        |
| Other ethnic backgrounds   | 90         | 9.7%        | 70         | 8.2%        | 150          | 9%        |
| Minority ethnic background | 190        | 8.3%        | 210        | 9.8%        | 400          | 9%        |
| <b>Total</b>               | <b>930</b> | <b>5.3%</b> | <b>740</b> | <b>4.6%</b> | <b>1,670</b> | <b>5%</b> |

Source:ONS Annual Population Survey microdata

Notes: All numbers rounded to nearest 10,000 and may not sum due to rounding. Estimates based on survey responses so subject to sampling error.

"Other ethnic backgrounds" includes people from Chinese, other Asian, mixed/multiple or other ethnic backgrounds.

### The impact of Covid-19 on the labour market






Analysis produced to date suggests that workers who are from an ethnic minority background have been one of the groups most negatively impacted economically by the coronavirus pandemic.

Research has suggested that individuals from ethnic minority backgrounds were more likely to work in occupations with a higher risk of COVID-19 exposure, and 15% of workers in the sectors most affected by the pandemic were from an ethnic minority group, compared to 12% of all workers.<sup>1</sup>


<sup>1</sup>PHE, Beyond the data: Understanding the impact of COVID-19 on BAME groups, 16 June 2020, p5 Library analysis of the Labour Force Survey, 2019 Q4, using IFS definition of vulnerable sectors.

The most recently available Annual Population Survey Data indicates the following trends at a UK level:

## Employment by Occupation

|  |  |
|--|--|
|   | The combined Pakistani and Bangladeshi ethnic group had the lowest percentage of workers in 'professional' jobs (18.8%)  |
|   | 10.3% of all workers were in 'elementary' jobs, occupations associated with lower socio-economic circumstances and the percentage of workers in 'elementary' jobs was highest in the Black (15.6%) and White Other (14.8%) ethnic groups   |
|   | 38.1% of workers from the combined Pakistani and Bangladeshi ethnic group were in the 3 occupation groups with the lowest associated socio-economic circumstances, but this is down from 44.5% in 2009   |
|  | 17.1% of Black workers were in 'caring, leisure and other services' jobs, the highest percentage out of all ethnic groups  |
|  | The percentage of workers in 'manager, director or senior official' jobs – the type of occupations associated with higher socio-economic circumstances – was highest in the Indian (12.2%) and White British (11.7%) ethnic groups, and lowest in the Black ethnic group (5.4%) <sup>2</sup> |

## The UK Ethnicity Pay Gap

|   |   |
|---|---|
|  | <p>In 2019, employees from the Indian ethnic group had the highest average hourly pay out of all ethnic groups (£14.43) &amp; employees from the combined Pakistani and Bangladeshi ethnic group had the lowest (£10.55)</p> <ul style="list-style-type: none"> <li>• Employees from the Indian ethnic group had the highest hourly pay every year from 2013 to 2019</li> <li>• Employees from the combined Pakistani and Bangladeshi ethnic group had the lowest hourly pay every year</li> <li>• The average hourly pay for White employees was £12.21</li> </ul> |
|---|---|

<sup>2</sup> Employment by occupation - GOV.UK Ethnicity facts and figures (ethnicity-facts-figures.service.gov.uk)

## Council workforce ethnicity by grade

The table below shows that ethnic minority staff currently constitute 10.26% of the workforce at Cardiff Council as of March 2021. This is an increase from 9.87% in 2020.

For staff who have disclosed their ethnicity there was a 4.79% increase of employees from the Black, Asian and Minority Ethnic in Cardiff Council's workforce in 2021 compared to 2020, however there remains a data gap with nearly 1,000 staff not having disclosed their ethnicity, reporting of which remains optional for staff.

| Ethnic Group          | Employees |       | 2011 Census % |        |
|-----------------------|-----------|-------|---------------|--------|
|                       | %         | No.   | Cardiff       | Wales  |
| Asian                 | 2.86%     | 356   | 8.00%         | 2.20%  |
| Black                 | 1.98%     | 247   | 2.40%         | 0.60%  |
| Chinese / Far East    | 0.36%     | 45    | 1.20%         | 0.40%  |
| Mixed Ethnicity       | 2.01%     | 250   | 2.90%         | 1.00%  |
| Other                 | 0.35%     | 43    | 2.00%         | 0.50%  |
| White Gypsy/Traveller | 0.01%     | 1     | 0.20%         | 0.10%  |
| White Irish           | 0.53%     | 66    | 0.70%         | 0.50%  |
| White Other           | 0.71%     | 88    | 3.50%         | 1.80%  |
| White European        | 1.46%     | 182   |               |        |
| White British *       | 89.74%    | 11175 | 80.00%        | 93.20% |





## Council workforce ethnicity data by grade

The table below displays by ethnic group the grading of the Council's employees permanent/temporary workforce (almost all employees excluding teachers and those in school settings who are not part of the Council's collective agreement) who have been graded in accordance with the Council's Job Evaluation scheme. Grade 1 is the lowest paid grade, and OM+ group (includes Operational Managers, Assistant Directors, and Directors).

| Ethnic Group          | GRADE      |            |             |             |             |             |            |            |            |            |            |            |           |           | SCHOOL LEADERSHIP SCALE | TEACHER UPPER PAY SCALE | TEACHER MAIN PAY SCALE | UNQUALIFIED TEACHER |
|-----------------------|------------|------------|-------------|-------------|-------------|-------------|------------|------------|------------|------------|------------|------------|-----------|-----------|-------------------------|-------------------------|------------------------|---------------------|
|                       | GRADE 01   | GRADE 02   | GRADE 03    | GRADE 04    | GRADE 05    | GRADE 06    | GRADE 07   | GRADE 08   | GRADE 09   | GRADE 10   | OM+        | JNC Y&C    | SOULBURY' | OTHER     |                         |                         |                        |                     |
| Asian                 | 29         | 81         | 73          | 49          | 32          | 27          | 13         | 7          | 2          | 3          | 4          | 4          | 1         | 0         | 0                       | 17                      | 13                     | 1                   |
| Black                 | 34         | 22         | 45          | 36          | 28          | 20          | 19         | 10         | 3          | 3          | 0          | 10         | 1         | 0         | 0                       | 10                      | 4                      | 2                   |
| Chinese / Far East    | 2          | 10         | 7           | 9           | 6           | 2           | 4          | 3          | 1          | 0          | 0          | 0          | 0         | 0         | 0                       | 0                       | 0                      | 1                   |
| Mixed Ethnicity       | 19         | 11         | 40          | 44          | 43          | 31          | 25         | 8          | 2          | 2          | 1          | 5          | 2         | 0         | 0                       | 11                      | 6                      | 0                   |
| Other                 | 4          | 4          | 12          | 5           | 5           | 1           | 2          | 1          | 0          | 0          | 0          | 1          | 0         | 0         | 0                       | 6                       | 2                      | 0                   |
| White British         | 338        | 559        | 1395        | 1604        | 1660        | 996         | 669        | 426        | 168        | 163        | 98         | 100        | 36        | 34        | 336                     | 1822                    | 750                    | 21                  |
| White European        | 20         | 12         | 41          | 28          | 25          | 16          | 5          | 4          | 2          | 0          | 0          | 2          | 1         | 1         | 1                       | 11                      | 13                     | 0                   |
| White Gypsy/Traveller | 0          | 0          | 1           | 0           | 0           | 0           | 0          | 0          | 0          | 0          | 0          | 0          | 0         | 0         | 0                       | 0                       | 0                      | 0                   |
| White Irish           | 0          | 1          | 8           | 7           | 6           | 4           | 4          | 4          | 3          | 0          | 1          | 2          | 1         | 1         | 5                       | 12                      | 7                      | 0                   |
| White Other           | 5          | 8          | 11          | 7           | 15          | 10          | 7          | 5          | 1          | 1          | 2          | 1          | 1         | 0         | 0                       | 9                       | 4                      | 1                   |
| <b>Total</b>          | <b>451</b> | <b>708</b> | <b>1633</b> | <b>1789</b> | <b>1820</b> | <b>1107</b> | <b>748</b> | <b>468</b> | <b>182</b> | <b>172</b> | <b>106</b> | <b>125</b> | <b>43</b> | <b>36</b> | <b>342</b>              | <b>1898</b>             | <b>799</b>             | <b>26</b>           |

| Ethnic Group          | GRADE    |          |          |          |          |          |          |          |          |          |        |         |           |        | SCHOOL LEADERSHIP SCALE | TEACHER UPPER PAY SCALE | TEACHER MAIN PAY SCALE | UNQUALIFIED TEACHER |
|-----------------------|----------|----------|----------|----------|----------|----------|----------|----------|----------|----------|--------|---------|-----------|--------|-------------------------|-------------------------|------------------------|---------------------|
|                       | GRADE 01 | GRADE 02 | GRADE 03 | GRADE 04 | GRADE 05 | GRADE 06 | GRADE 07 | GRADE 08 | GRADE 09 | GRADE 10 | OM+    | JNC Y&C | SOULBURY' | OTHER  |                         |                         |                        |                     |
| Asian                 | 6.43%    | 11.44%   | 4.47%    | 2.74%    | 1.76%    | 2.44%    | 1.74%    | 1.50%    | 1.10%    | 1.74%    | 3.77%  | 3.20%   | 2.33%     | 0.00%  | 0.00%                   | 0.90%                   | 1.63%                  | 3.85%               |
| Black                 | 7.54%    | 3.11%    | 2.76%    | 2.01%    | 1.54%    | 1.81%    | 2.54%    | 2.14%    | 1.65%    | 1.74%    | 0.00%  | 8.00%   | 2.33%     | 0.00%  | 0.00%                   | 0.53%                   | 0.50%                  | 7.69%               |
| Chinese / Far East    | 0.44%    | 1.41%    | 0.43%    | 0.50%    | 0.33%    | 0.18%    | 0.53%    | 0.64%    | 0.55%    | 0.00%    | 0.00%  | 0.00%   | 0.00%     | 0.00%  | 0.00%                   | 0.00%                   | 0.00%                  | 3.85%               |
| Mixed Ethnicity       | 4.21%    | 1.55%    | 2.45%    | 2.46%    | 2.36%    | 2.80%    | 3.34%    | 1.71%    | 1.10%    | 1.16%    | 0.94%  | 4.00%   | 4.65%     | 0.00%  | 0.00%                   | 0.58%                   | 0.75%                  | 0.00%               |
| Other                 | 0.89%    | 0.56%    | 0.73%    | 0.28%    | 0.27%    | 0.09%    | 0.27%    | 0.21%    | 0.00%    | 0.00%    | 0.00%  | 0.80%   | 0.00%     | 0.00%  | 0.00%                   | 0.32%                   | 0.25%                  | 0.00%               |
| White British         | 74.94%   | 78.95%   | 85.43%   | 89.66%   | 91.21%   | 89.97%   | 89.44%   | 91.03%   | 92.31%   | 94.77%   | 92.45% | 80.00%  | 83.72%    | 94.44% | 98.25%                  | 96.00%                  | 93.87%                 | 80.77%              |
| White European        | 4.43%    | 1.69%    | 2.51%    | 1.57%    | 1.37%    | 1.45%    | 0.67%    | 0.85%    | 1.10%    | 0.00%    | 0.00%  | 1.60%   | 2.33%     | 2.78%  | 0.29%                   | 0.58%                   | 1.63%                  | 0.00%               |
| White Gypsy/Traveller | 0.00%    | 0.00%    | 0.06%    | 0.00%    | 0.00%    | 0.00%    | 0.00%    | 0.00%    | 0.00%    | 0.00%    | 0.00%  | 0.00%   | 0.00%     | 0.00%  | 0.00%                   | 0.00%                   | 0.00%                  | 0.00%               |
| White Irish           | 0.00%    | 0.14%    | 0.49%    | 0.39%    | 0.33%    | 0.36%    | 0.53%    | 0.85%    | 1.65%    | 0.00%    | 0.94%  | 1.60%   | 2.33%     | 2.78%  | 1.46%                   | 0.63%                   | 0.88%                  | 0.00%               |
| White Other           | 1.11%    | 1.13%    | 0.67%    | 0.39%    | 0.82%    | 0.90%    | 0.94%    | 1.07%    | 0.55%    | 0.58%    | 1.89%  | 0.80%   | 2.33%     | 0.00%  | 0.00%                   | 0.47%                   | 0.50%                  | 3.85%               |

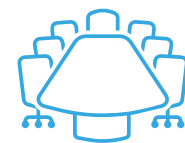
## A vision for the future city workforce

Despite considerable improvements in educational attainment among ethnic minority groups at a UK-wide level, particularly for Black African and Bangladeshi students, the data illustrates that this has not been matched by sustained progress in the labour market. The fact that improving educational attainment has not translated into better labour market outcomes suggests that the heart of the challenge is the transition from education into work. Yet, while much of the policy focus for labour market inequalities has been on the options for the UK and Welsh Governments, there is also a strong case for doing more at the local level.

Local efforts for supporting ethnic minority education-to-work transitions and addressing labour market underrepresentation have three key advantages over national efforts: they are more accountable, are better informed by local demographics, and they are more sensitive to local employers.

The Taskforce's Employment and Representative Workforce recommendations comprise three overarching approaches:

- **Encouraging employers in the city to recruit a more diverse workforce, including leading activity to diversify the Council workforce itself (demand side)**
- **Working with employers and ethnic minority residents to broker employment opportunities (co-ordination)**
- **Providing tailored support to ethnic minority staff, residents, and young people (supply side)**



Local authorities in particular can play an important role, because they can act as coordinators, joining up the work being done by key institutions in the local economy and community, including Into-Work Services, Economic Development, Job Centre Plus, local businesses, community groups, and schools and universities.

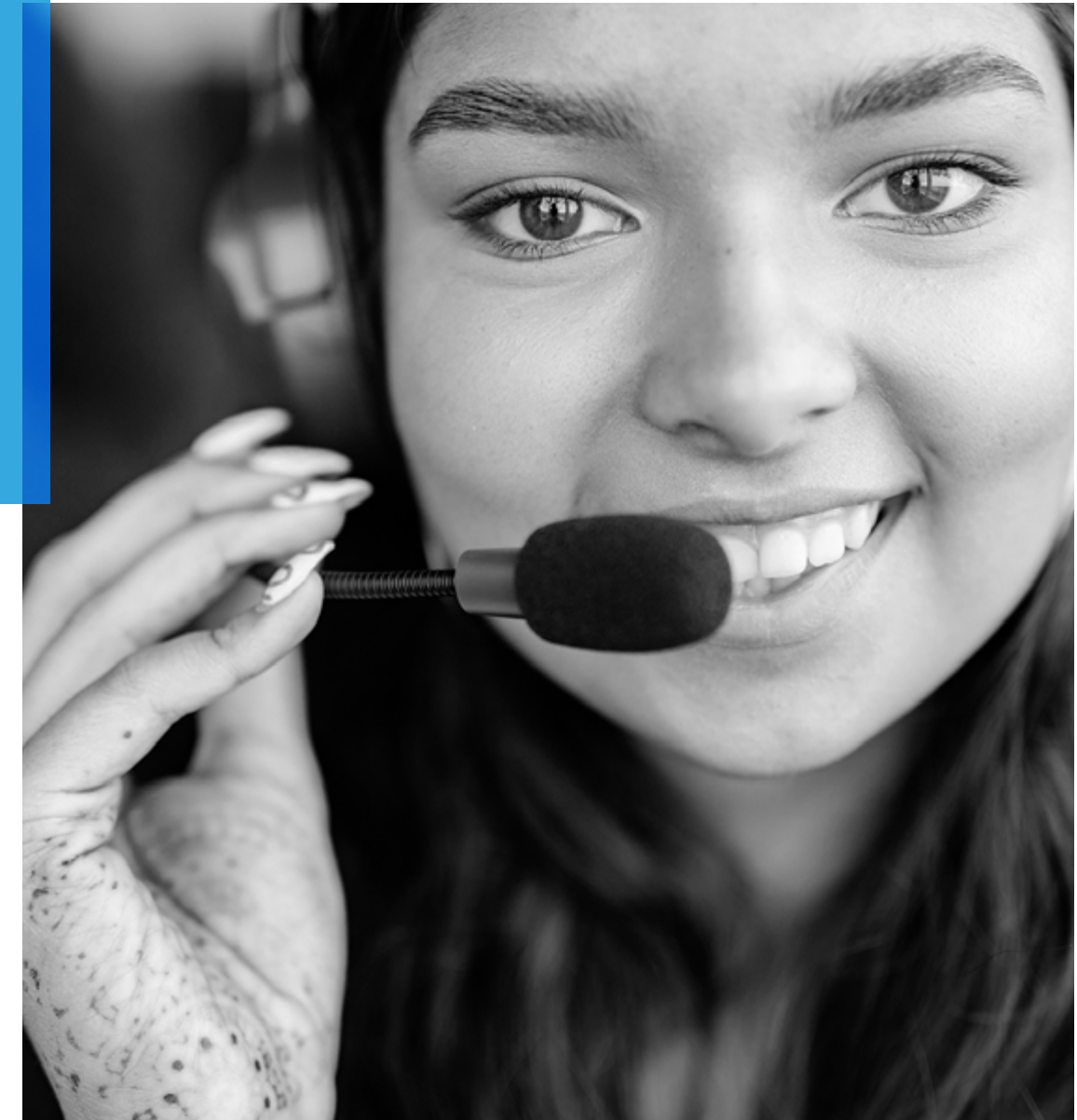
Cardiff Council is therefore in a strong position to take a bolder approach to tackling local ethnic disadvantage in the city labour market and the Taskforce encourages the setting of ambitious goals to ensure that levels of employment reflect the ethnic composition of the local area. With the twin challenges of unemployment and over-qualification, activity to support both entry to the labour market and labour market progression are required.

Across all three areas, the local authority performs a dual role, as both a convener of local labour market activity and job creation, and as a major employer in the city who can set high standards for itself as a central institution and lead by example through intentional action.

The Taskforce supports the incorporation of ethnic minority specific targets into mainstream efforts to tackle youth unemployment and promote economic regeneration in the city, recognising the work delivered to date at a city level which focuses on addressing socioeconomic disadvantage

and building a fairer city economy, including the Cardiff Commitment Programme and delivery of apprenticeship schemes such as Kickstart.

Whilst such schemes have delivered demonstrable outcomes to widen opportunity to socioeconomically disadvantaged groups in the city, renewed focus on beneficiary ethnicity data will help to ensure these major programmes are reaching ethnic minority groups who are currently underrepresented in the labour market and inform further targeted activity.



Action in this area will contribute to the local delivery and achievement of the Socioeconomic Duty, commenced in Wales in 2021. This requires that public authorities demonstrate that their policies are best designed to achieve equality and a higher level of enjoyment of economic and social rights for everyone, especially for the most disadvantaged groups. This is not only a matter of equality and human rights, but it is also about transparency, promoting an open society and public services and evidence-based policymaking.

The Taskforce's recommendations across this theme together constitute a locally attuned blueprint to prioritise action which addresses ethnic inequalities in the labour market and aligns this with the Council's local economic

development plans and established programmes of work to reduce unemployment and socioeconomic inequality in the city.

Our recommendations include utilising existing connector programmes such as the IntoWork service and Cardiff Works agency to support labour market entry, focusing the brokerage role of the Council in local economic development to deliver increased labour market opportunities for underrepresented ethnic groups, and using procurement and city development and investment measures as a mechanism to embed ambitious labour market targets in all future major work programmes.

# EMPLOYMENT AND REPRESENTATIVE WORKFORCE: OUR RECOMMENDATIONS

## Encouraging employers in the city to recruit a more diverse workforce, including leading activity to diversify the Council workforce itself

Our recommendations in this area encompass both internally focused and partnership recommendations to support the delivery of increased labour market opportunities for ethnic minority Cardiffians. The moral case to do so is clear, but there also a clear economic case for the Council and its partners to adopt these approaches as part of a wider strategy to support growth, boost productivity and increase graduate retention in the city.

The Council has already adopted some organisational best practice approaches to improve ethnic diversity in its workforce. In publishing data about its own workforce and ethnicity pay gap, the Council has provided transparency and accountability for future delivery and this practice has been supported by a

comprehensive reform in recruitment practices to minimise the impact of unconscious bias during candidate shortlisting. There are also visible pockets of targeted recruitment activity from some services.

Looking forwards, the Council should look to develop a more comprehensive organisational and partnership framework to support employer action on underrepresentation at a city level. This will step-up collective efforts and transition the current piecemeal approach of individual agencies into a more impactful era of change delivery on ethnic inequalities. These efforts, where designed in partnership with education and training providers, may also provide much-needed solutions to public-sector workforce challenges in areas such as social care, teaching and nursing.



## 1.1

### RECOMMENDATION:



## Develop a city-wide network for employers to encourage good practice and collaboration on employment action to improve ethnic minority representation and progression in the local labour market

### IN DEPTH:

Across Cardiff, the Taskforce heard of many employers seeking to improve workforce diversity and of both emergent and established practice to attract and retain ethnic minority staff into organisations.

Whilst the willingness to achieve an ethnically representative workforce was widespread across major employers, there is a clear opportunity to strengthen local coordination and collaboration on labour market entry and progression for ethnic minority residents and workers in the city.

Creating an appropriate city forum or mechanism for cooperation, local ownership and delivery on equality will support increased action on labour market inequalities, promote accountability and the extend the reach of existing and effective city-wide employment schemes, including apprenticeships and graduate programmes.

This network of local actors could be framed as a city charter or pledge, to raise visibility and awareness of collective action to improve equality at a city level. This would follow a good practice model the Taskforce observed from Bristol City Council, through the Bristol Equality Charter and Network.

This approach has the potential to be particularly effective where employers are equipped with relevant data and insights on labour market representation to target their recruitment and retention approaches through a collaborative and supportive local network.

Local organisations throughout the public, private and voluntary sectors are anchored in Cardiff's labour market realities and their knowledge is a valuable resource in addressing labour market inequalities.

A forum for collaboration would support the coordination of a shared approach to address ethnic inequalities in employment within the city, delivering greater cumulative impact than where each institution acts alone.

A city-wide network could also support the coordination and delivery of relevant employer-focused training, best practice exchange and collaboration between educational institutions and city employers to support education to work transitions.



## 1.2

## RECOMMENDATION:



Become a signatory to the Cardiff Community Jobs Compact

## IN DEPTH:

The Cardiff Community Jobs Compact is an award-winning initiative to encourage businesses in Cardiff to provide more employment opportunities to local people.

The Community Jobs Compact was established in 2017 by a community action group in Butetown supported by Citizen's Cymru. The Compact was introduced in response to findings that many residents, especially those well skilled and with a degree, struggled to secure local employment and particularly employment commensurate with their educational attainment.

The Taskforce supports this initiative because it responds to two categories of challenge faced by ethnic minority residents, and particularly young ethnic minority people in the city: unemployment and underemployment. The former is a particular challenge for ethnic minority school leavers with lower levels of education; the latter is a particular challenge for ethnic minority employees with higher levels of education

Employers who sign up to the scheme are supported by Citizen's Cymru Wales who, as part of the Compact, promote job opportunities in the local community and provide application support and interview coaching to local people.

The Jobs Compact includes the following employer requirements, each of which Cardiff Council had already adopted as organisational policy but not all have not been widely publicised.

The signing of the Jobs Compact as a major employer and place-making institution for the city sends a clear message regarding the Council's commitment to action and encourages further adoption of these standards across employers in the city, delivering aggregate impact:

- Be accredited as a 'Living Wage for Wales' employer;
- Paying all staff and contractors at least £9.90 an hour from 1st April 2022;
- Recruit using name-blind and address-blind CVs and/or guarantee an interview to local residents who meet the criteria;
- Introduce unconscious bias training for interviewers;
- Ensure all staff have the option of a minimum hour's contract and;
- Demonstrate opportunities for growth and development.

## 1.3

## RECOMMENDATION:



Use planning and commissioning powers to require employers to recruit apprenticeships from disadvantaged groups and to increase transparency about the diversity of their workforces

## IN DEPTH:

Public authorities often choose to work in contractual partnerships with the private and voluntary sector for the provision of a wide range of services, infrastructure and goods. In these cases, effective procurement can help to improve service quality, including better meeting the diverse needs of different ethnic groups.

In addition to improving quality-of-service, public sector purchasing power can be used by public authorities as a way to advance equality and, where appropriate, achieve wider social benefits, such as creating training or employment opportunities for local people.

Major economic development, housebuilding and regeneration deals can offer a robust framework to incentivise and require contractors to create local jobs, prioritising communities with the highest levels of unemployment and socioeconomic disadvantage. This can be an effective mechanism for the delivery of race equality goals, particularly where this is underpinned by a broader partnership with local employment and training agencies.

Achieving race equality through procurement requires skill from public authorities and their partners. It also requires both partners to share a public service ethos and see the importance of socially inclusive wealth creation. Whilst this should be adopted as a broad approach to maximising the social value of public spend, in particular, the Taskforce recommends the implementation

of a robust measurement and accountability framework for the major Arena development and broader investment in Atlantic Wharf. This development is significant in the context of location in Butetown and its proximity to Grangetown and Riverside, the most ethnically diverse wards in the city, and the location of some of Cardiff's most socioeconomically-deprived neighbourhoods.

### Spotlight on: Atlantic Wharf Redevelopment

A 15,000 capacity Cardiff Arena will be built in Cardiff Bay as part of Cardiff Council's redevelopment of Atlantic Wharf.

The development will include retail and leisure facilities, hotels, a multi-storey car-park and new homes. The arena will be positioned at the heart of a new cultural area incorporating the Wales Millennium Centre production space, potentially a National Art Gallery, and a 'This is Wales' fly-through visitor attraction. A consortium led by US entertainment company Live Nation has been selected as the preferred bidder to deliver a new 15,000-capacity indoor arena in Cardiff Bay that aims to become the "premier arena" in the southwest region of England and Wales.

The planned new venue will cost around £150m to build and is projected to attract more than one million visitors and inject an estimated £100m into the local economy every year.

## 1.4

**RECOMMENDATION:**

Support an inclusive and engaged workforce where all staff understand and contribute to race equality action through awareness-raising internal programming

**IN DEPTH:**

The Taskforce learned of ongoing collaboration between the Council's HR department and the Black, Asian and Minority Ethnic Employee Network, which has included an internally focused action plan created by staff within the Network and the support of a senior management sponsor, the Council's Chief Executive.

The Council's commitment to capture staff ethnicity data and make this data available for scrutiny, alongside the organisation's ethnicity pay gap, also demonstrates a practical and meaningful approach to understanding and addressing the barriers ethnic minority residents may face in recruitment and progression within the organisation and ensuring that the organisation takes continuous steps to become more representative of the diverse city it serves.

The Black Asian and Ethnic Minority Staff Network reflected that there were opportunities to raise the profile of the internal staff Network's presence and priorities, and to invite a wider range of staff from across the organisation to engage in race equality conversations and initiatives.

The Taskforce recognised that, while it can be difficult and uncomfortable to discuss issues of race, it's important that the conversations continue to take place and that staff of all ethnic backgrounds understand the role that they can play in supporting race equality at work and in service delivery.

Being guided by the existing Chair and membership of the Council's Black, Asian and Ethnic Minority Staff Network, the Taskforce supports the Network's proposal to develop a range of resources and implement additional awareness-raising programming for Council staff, including additional training relevant to contemporary race equality issues. This work should be supported by the Council's HR and Equality Teams, to ensure all staff feel supported and confident to engage in shared conversations about the organisation's equality approach, with relevant issues including recruitment, workforce development and fostering an inclusive culture which demonstrates understanding of equality issues and intent on advancing equality in all aspects of business.

It is positive that this work has been supported to date by the Council's Chief Executive, and the Taskforce encourage the continuation of senior management sponsorship for the Network as they progress their new direction and seek to raise the profile of race equality issues within the workplace.



### Working with employers and ethnic minority residents to broker employment opportunities

These recommendations recognise the importance of partnership work between the local authority and education providers, local employers, and employment service providers in improving ethnic minority representation in the local labour market.

Local strategies to broker employment opportunities for ethnic minority residents can form part of a broader approach and action can be effectively mainstreamed into existing services. The approach should however demonstrate understanding and sensitivity to issues of underrepresentation and specific barriers which ethnic minority residents may face in the labour market. This area of work should focus both on major employers and local small and medium-sized enterprises (SMEs) who often do not have

the capacity to manage the administration of work placements but can contribute to city-wide efforts to increase labour market opportunities for ethnic minority residents.

In addition to the recommendations outlined below, the Taskforce also supports future exploration of graduate employment routes and encourages further collaboration between the Council and Universities in the city to deliver new pathways for ethnic minority graduates as they make the transition from university to work. There was a strong appetite to progress this across city institutions and this could be progressed in the context of the city network described in Recommendation 1.1.

# 1.5

## RECOMMENDATION:



### Increase participation of ethnic minority groups in the Into Work Advice Service

#### IN DEPTH:

Cardiff Council's IntoWork Advice Service is a coordination and brokerage service which matches job seekers with relevant training, upskilling opportunities, career advice and matches residents with local labour market opportunities.

The service is well established, reaching approximately 50,000 residents each year, and successfully placing between 800-1000 job seekers into new roles each year.

The IntoWork service operates across Hubs and Libraries in the city, making it an accessible neighbourhood service for residents across the city. Several Hubs are already established in parts of the city with the greatest ethnic diversity, such as Butetown, Grangetown, Central Library (covering Cathays, Riverside and Plasnewydd) and the STAR Hub (covering Adamsdown and Splott).

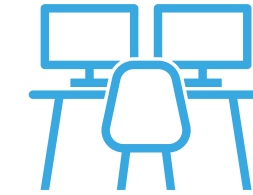
Research from TUC found that the unemployment rate for ethnic minority groups has risen at more than twice the speed of the unemployment rate for White people during the pandemic. With Black, Asian and Ethnic Minority workers feeling the economic impact of the pandemic more acutely, widening participation of ethnic minority residents in the IntoWork service is a timely and worthwhile approach in Cardiff's pandemic recovery response and will contribute to the city's broader race equality goals.

This work could include both awareness raising programming and increasing staff capacity within parts of the service which serve the city's ethnically diverse wards and should be transparent in documenting future work to extend the service's reach, impact and outcomes in supporting ethnic minority job seekers in the city.



# 1.6

## RECOMMENDATION:



### Improve access to and visibility of Cardiff Works for ethnic minority groups

#### IN DEPTH:

Cardiff Works is Cardiff Council's internal temporary staffing service and provides an important platform for job seekers to access Council roles, acting as an entry route for public sector careers.

The Taskforce supports renewed efforts and activity to raise awareness of the service amongst ethnic minority groups, who are currently underrepresented in the Council workforce, recognising that this service could present an accessible gateway to the wide variety of career pathways available within local government and the wider public sector.

Delivery against this recommendation will not only contribute to the Council's representative workforce ambitions but will also ensure a supply of new talent into service areas which have experienced recruitment shortages, including social care.

In delivering this recommendation, the Council should consider how to raise awareness of the Cardiff Works service, as we heard that this is not currently particularly visible to residents and job seekers from ethnic minority backgrounds and consider how promotional activity could effectively reach ethnic minority residents through collaboration with community institutions and schools.

### Providing tailored support to ethnic minority staff, residents, and young people

Unemployment differences and the pay gap between ethnic groups have been declining, though remain significantly higher for ethnic minority young people.<sup>3</sup>

Whilst the overall trend is positive, there is an opportunity for the Council and its partners to refocus thinking on particular 'challenge areas' where underrepresentation, underemployment and unemployment persist for particular ethnic minority groups. This recognises that we cannot treat ethnic minorities as one single group with the same obstacles and a more nuanced approach can also

demonstrate consideration of the additional barriers which present for ethnic minority women and young people.

The publication of the latest Census data for 2021, expected later this year, will provide great insight into local city employment trends by ethnicity and other demographic factors, giving critical insight into future priorities for targeted work. To inform future strategy, the Council should ensure this data is visible and understood internally and across its partnerships so it can be used effectively in future policy development at a city level.

<sup>3</sup> Ethnicity Facts and Figures, (2021) Unemployment by ethnicity. Covers England, Scotland and Wales in the year 2019. Source: Annual population survey. Available at: [www.ethnicity-facts-figures.service.gov.uk/work-pay-and-benefits/unemployment-and-economic-inactivity/unemployment/latest](http://www.ethnicity-facts-figures.service.gov.uk/work-pay-and-benefits/unemployment-and-economic-inactivity/unemployment/latest)



1.7

**RECOMMENDATION:****Support career progression routes for ethnic minority employees at Cardiff Council****IN DEPTH:**

Many talented ethnic minority staff are motivated to join the Council workforce out of a desire to serve their community, bringing incredible experience and skills to the Council and delivering huge benefits to city residents. Ethnic minority groups are however currently underrepresented in the Council workforce as a whole, and particularly in the two upper quartiles of Council roles.

It is recognised that, as with other parts of the public sector, a decade of austerity has impacted the Council's ability to attract new talent into the organisation due to prolonged freezes on external recruitment. This has stalled progress on achieving the Council's ambition to achieve a representative management team and within this context, a new intentional approach is required to develop a pipeline of management talent for the future.

The Taskforce recommends that the Council refocus its efforts to boost representation at senior grades (OM+) and feeder grades (8-10) in particular, through a carefully designed package of development and mentorship support for ethnic minority staff. Such schemes have begun to bear fruit and create positive change in other parts of the UK's public sector and can provide a design template for 'what works' within the reality of a large and complex organisation.

Such a programme could incorporate elements such as leadership and management training, mentorship and reverse mentorship and provide opportunities to meet and engage with the existing senior management team and ethnic minority role

models from senior levels both within and external to the Council. This work can be supplemented by other recommendations in this report which will help to increase ethnic minority entrants to the Council workforce at all grades and further strengthened through alignment with broader workforce planning measures and organisational development programmes.

The Council is at its best when it reflects the diversity of the city as a whole and is able to understand what the public needs. Whilst many positive steps have already been made to increase transparency in workforce and pay data, support the work of the Black, Asian and Ethnic Minority Staff Network and refresh recruitment practices to minimise bias in shortlisting and selection, the Council can and should be ambitious in taking further positive action towards its diversity objectives.

Correcting the underrepresentation of ethnic minority groups within mid and senior Council roles will require a proactive and determined approach with buy-in from the existing management team and adequate resources to support ongoing diversity and inclusion initiatives. It is accepted that this change will not be an immediate one, the journey to achieve a representative staff body will almost certainly be a multi-year journey, but this should not diminish long-term focus on progress and the visibility of the organisation's diversity aspirations.

1.8

**RECOMMENDATION:****Cardiff Council should explore employer led ESOL (English for Speakers of other languages) for Council staff where their language skills are a barrier to progression****IN DEPTH:**

Whilst Cardiff's migration data indicates wide variety in the qualifications, employment status, earnings and language skills of the city's migrant communities, the Taskforce were keen to reflect on what more could be done to support those with lower levels of English and deliver improvements in their employment outcomes.

This recommendation therefore focuses on non-UK born residents of Cardiff who aspire to achieve higher and conversational levels of English which would enable them to access higher-paying and more secure work, focusing initially on Council staff. This is a cohort of residents who are working to earn an income and support their families, but desire to learn English if their personal circumstances allow.

Multiple strategies are needed to address barriers to participation in ESOL learning, and the Council could support additional workplace delivery to enable ethnic minority staff access ESOL where they wish to do so. This would contribute to their wellbeing, participation and future career progression both within the organisation and the broader city labour market.

A pilot programme which tests an integrated approach to ESOL provision within the Council workforce context could improve employment and progression outcomes for migrant workers within the Council, with particular benefits for staff with refugee backgrounds who use English as a second or additional language. This approach would enable the Council to develop new support and development routes for staff where language skills are currently a

barrier to the achievement of their career aspirations.

Whilst there are complex barriers to the delivery of a comprehensive integrated ESOL model in an employment context due to existing UK-level frameworks, the Council is encouraged to test new approaches and examine the 'art of the possible' in supporting the aspirations of this section of its workforce. This will deliver benefits to both individual staff and the organisation in improving representation throughout all levels of its workforce.

As a starting point, Cardiff benefits from a comprehensive ESOL (English for Speakers of Other Languages) Hub coordinated by Cardiff and Vale College and their industry-leading Reach programme, who could offer new solutions and opportunities to address current barriers.

**Spotlight on REACH ESOL Hub**

Cardiff's REACH+ centre provides one central point of contact for anyone wishing to access ESOL in the city, based at Cardiff and Vale College. The model is recognised as industry leading as ESOL provision is centrally coordinated and ensures high quality assessment and progression onto the appropriate course and support quickly and easily. This service is a unique asset to support ESOL learners in Wales and also provides wider support services to refugees through the ReStart programme and offers employment-focused ESOL to fast-track ESOL learners to the labour market.

Find out more at <https://reach.wales/en/about>

# THEME 2: EDUCATION & YOUNG PEOPLE

## Education & Young People Data Insights

### Educational Attainment

Historically, ethnic minority pupils experienced disadvantage in terms of education and there was an attainment gap at a UK-wide level between ethnic minority groups and White British children.

Data from the 2011 Census demonstrated that this trend no longer applies, and the attainment of ethnic minority pupils has converged, and for some ethnic groups, exceeded national averages.

The picture of educational achievement across ethnic groups is complex, and different social, economic and cultural factors contribute to this: parental income levels, parental career and educational achievement, geography and family structure, amongst others.

What is clear, however, is that strong early-years support, good schools and evidence-based interventions can also improve educational outcomes across all groups and partly overcome other factors. The near closure of the ethnic attainment gap in the city is therefore testament to quality public services and school leadership and deserves recognition in our report.

Due to the Covid-19 Pandemic and curriculum changes in Wales, the mostly available recent pupil attainment data covers the 2018-2019 period. We include this here as an illustration of local attainment trends, which reflect those of broader UK data, but is limited in that it does not reflect the Covid-19 landscape or new school performance measures in Wales:

### Education: Foundation Phase to Key Stage 3 (2018/19)

|                          | Any Other Ethnic Background | Asian | Black | Chinese | Mixed | White | Cardiff Average |
|--------------------------|-----------------------------|-------|-------|---------|-------|-------|-----------------|
| Foundation Phase 2018/19 | 76.8%                       | 82.9% | 81.1% | 90.2%   | 84.3% | 84.3% | 83.5%           |
| Key Stage 2 2018/19      | 84.2%                       | 88%   | 88.5% | 100%    | 90.1% | 88.5% | 88.4%           |
| Key Stage 3 2018/19      | 85.9%                       | 90.3% | 86.7% | 100%    | 86.5% | 84.8% | 85.6%           |

Explainer: KS3 data is for year 2 (FP), year 6 (KS2) and year 9 (KS3) teacher assessment. The % is the proportion of learners achieving the expected outcomes in the FP areas of learning and core subjects at KS2 and KS3.

### Education: Key Stage 4 (2018/19)

|  | Any Other Ethnic Background | Asian | Black | Chinese | Mixed | White | Cardiff Average |
|--|-----------------------------|-------|-------|---------|-------|-------|-----------------|
| KS4 Capped Points 2018/19                | 404.0                       | 404.6 | 376.5 | 426.1   | 378.5 | 378.3 | 369.33          |
| KS4 Literacy 2018/19                     | 42.0                        | 43.3  | 41.1  | 45.0    | 41.5  | 41.4  | 40.5            |
| KS4 Numeracy 2018/19                     | 41.8                        | 42.2  | 37.0  | 48.0    | 38.1  | 39.0  | 38.2            |
| KS4 Science 2018/19                      | 41.5                        | 42.6  | 36.3  | 44.0    | 37.7  | 38.6  | 37.4            |
| KS4 Skills Challenge Certificate 2018/19 | 41.4                        | 42.6  | 39.7  | 49.0    | 37.5  | 37.3  | 36.7            |

Explainer: Capped Points are the overall/combined results at KS4 (GCSE Yr 10/11), with the rest being a breakdown of separate subject areas within KS4.

Despite significant progress on levelling educational attainment, it is clear from earlier data in this report that ethnic minorities continue to face barriers to upward social mobility. We have outlined several city-level recommendations in the Employment and Representative Workforce chapter of this report which will help to address this.

### Experiences within the education system

A recent report from Show Racism the Red Card documented concerning evidence from pupils, parents and teaching staff in Wales on the prevalence of race-related bullying and prejudice at school.

**44%**

OF RESPONDENTS IN WALES WERE AWARE OF A CHILD BEING BULLIED DUE TO THEIR ETHNICITY, RELIGION OR NATIONALITY.

**25%**

OF TEACHERS HAD OBSERVED OR RESPONDED TO AN INCIDENT OF RACIAL DISCRIMINATION IN THE LAST 12 MONTHS.

### Diversity and representation in the city's education workforce

**1.5%**

OF TEACHERS IN CARDIFF ARE FROM AN ETHNIC MINORITY BACKGROUND

**35.2%**

OF YOUNG PEOPLE ARE FROM AN ETHNIC MINORITY BACKGROUND IN CARDIFF

**91.6%**

OF REGISTERED TEACHERS NATIONALLY IDENTIFIED AS WHITE.

**1.3%**

OF TEACHERS REGISTERED WITH THE EDUCATION WORKFORCE COUNCIL IN WALES IDENTIFIED AS BLACK, ASIAN OR FROM A MINORITY ETHNIC BACKGROUND, COMPARED WITH 5.2% OF THE ECONOMICALLY ACTIVE POPULATION.

**3.7%**

OF STUDENTS WHO BEGAN TRAINING TO BECOME TEACHERS IN WALES IN 2018-19 SAID THEY WERE FROM A MINORITY ETHNIC GROUP.

## Black History and the new curriculum for Wales

The new Curriculum framework for Wales is due to be introduced from September 2022.

Wales is the first nation of the UK to introduce mandatory learning about the diversity of communities, in particular the stories of Black, Asian and Minority Ethnic people, in the national curriculum.

Young Cardiffians have led campaign efforts for Black history to be included in the curriculum and spoke directly to Members of the Senedd about the significance of this change for future generations in Wales.

As a Taskforce, we welcomed this momentous decision and ambitious vision for inclusive education in Wales. We celebrate and acknowledge the efforts of our city's young people in driving this change.



**IF WE WANT A SOCIETY WHICH IS BETTER FOR ALL, WHERE THERE'S EQUALITY, AND THERE'S FAIR REPRESENTATION THEN WE NEED THIS. IT'S MASSIVE IN TERMS OF SHAPING WHO YOUNG PEOPLE ARE GOING TO BE IN THE FUTURE WHETHER THAT'S A POLICE OFFICER, A TEACHER, A POLITICIAN.**



Angel Ezeadum, a member of the UK youth parliament for Cardiff, speaking to the Senedd about Black history in the curriculum.



## EDUCATION & YOUNG PEOPLE: OUR RECOMMENDATIONS

This theme of work focuses on the development of solutions to support an inclusive education culture and promote accessible learning about ethnic diversity and Black History within Cardiff schools.

Our recommendations also include actions relating to the school workforce, improving representation in governing bodies and curating a whole-school approach to race equality.

The Taskforce have benefitted from the expertise and support of many talented practitioners and school leaders in developing these proposals. Together, they are a comprehensive and realistic set of measures which Cardiff schools and education partners can adopt and progress, ensuring that racial equality is a 'golden thread' running through all school policies. Whilst our proposals in this area can be progressed through the efforts of local stakeholders and partnerships, there are currently some limitations on the extent to which they can be achieved without further support and collaboration at a national level. Specifically, the Taskforce recognises that the correction of underrepresentation of ethnic minority groups in the teaching workforce is a complex Wales-wide issue and supports further efforts to attract ethnic minority graduates into teaching at a national level.



## 2.1

### RECOMMENDATION:



#### Strengthen the local approach to bullying and prejudice-related incidents at school

### IN DEPTH:

As Wales' capital city and with over a third of Cardiff pupils being from an ethnic minority background, Show Racism the Red Card's research findings that many Welsh pupils continue to experience and observe race-related bullying are a call for further action on prejudice-related bullying and a more comprehensive system response in our city.

This research indicates that more guidance and training would support teachers and the broader education workforce to ensure a consistent and high-quality response to incidents of racism and race-related bullying in school settings.

As a Taskforce, we encourage the Council to ensure appropriate resources and skill development opportunities are offered to teaching staff to address the findings of this report and other relevant evidence regarding prejudice-related bullying and the impact on children's wellbeing.

A framework for responding to prejudice-relating bullying should be made available to schools, parents and wider stakeholders. This should clarify and raise awareness of pupil's rights and responsibilities and how schools answer to such behaviours with an age-appropriate and child-centred response. This should include specific advice on supporting young people experiencing prejudice-related bullying and holding supportive conversations with young people which supports their learning and personal development.

Schools should also be encouraged and supported to record such incidents with consistency and seek advice and support from both the Council's education team and expertise from the voluntary sector as needed.

Cardiff has an opportunity to develop a clear response to this national issue and doing so will make significant contributions to ethnic minority pupil's wellbeing and ensure positive education experiences. As an ethnically diverse city this must form part of holistic pupil support and the pastoral care offer for young Cardiffians, both now and for the future.



## 2.2

### RECOMMENDATION:



#### Extend the work of Schools of Sanctuary to a broader network of schools and support the participation of refugee and asylum-seeking communities

### IN DEPTH:

Schools of Sanctuary is a growing network of more than 300 primary and secondary schools across the UK. Driven by teachers, school staff, parents, governors and community groups, this network supports the thousands of young people seeking sanctuary in the UK, raises awareness of the issues facing people in the asylum system, challenges misconceptions and builds social cohesion.

Schools of Sanctuary forms part of The City of Sanctuary Network, an active welcome movement that throughout the UK and Republic of Ireland, coordinating activity and providing support to displaced people at a local level. Cardiff has held City of Sanctuary status since 2010 and it's first School of Sanctuary was Llanishen High School, achieving this status in 2018.

An accredited School of Sanctuary is one that has received recognition from City of Sanctuary UK or a partner organisation in the form of a Sanctuary Award for its good practice in fostering a culture of welcome and inclusion. To be eligible for the award, schools must demonstrate that they have implemented three key principles:

- **Learn:** Schools help their students, staff and wider community learn about what it means to be seeking sanctuary and the issues surrounding forced migration.
- **Embed:** Schools are committed to creating a safe and inclusive culture of welcome that benefits everybody, including anyone in their community seeking sanctuary.
- **Share:** Schools share their values and activities with their local communities.

Whilst several Cardiff schools have already benefited from membership of the Schools of Sanctuary programme, particularly those which serve and educate many young people whose families have experienced forced displacement, the Taskforce encourages the extension of the programme to a wider school audience.

With Cardiff, as a city, making significant contributions towards refugee resettlement and the support of asylum seekers within both a Welsh and UK-wide context, it is important that our city's young people are provided with opportunities to learn about forced migration. Cardiff schools can make an important contribute to improved understanding and support for displaced people in our city.

Engaging Cardiff residents with personal experiences of the UK asylum system in this work would provide further opportunities for empowerment, meaningful connection and learning.

## 2.3

### RECOMMENDATION:



To improve the experiences of Black, Asian and Ethnic Minority learners and teachers in schools by taking an inclusive and anti-racist approach to teaching and school experience

### IN DEPTH:

Our schools can change lives, which is why it is vital for all schools to be inclusive to get the best from our pupils. They also offer a place for us to challenge the 'normalisation' of racial inequality.

Supporting a proactive and intentional approach within the school community empowers pupils intellectually, socially and emotionally, preparing them for a contemporary multicultural and multiracial world.

The Taskforce recommends that Cardiff schools are supported to engage pupils in meaningful conversations, learning and actions which counter racial prejudice and that they are proactively supported to be part of the city's journey to deliver change on persistent inequalities.

To support Cardiff schools in developing and sharing anti-racist approaches, the Council should look to identify practical actions that school leaders and teachers can take, both in the classroom and school wide, to challenge racism and racial inequalities. Several Cardiff schools have already developed meaningful and comprehensive approaches for learning about our city's communities and migration history. The Taskforce encourages further collaboration and mentorship between schools to extend and strengthen this approach.

Some key questions the Taskforce encourage school leadership and staff to reflect on with their school community include:

- Do we really know who our pupils are?
- Are we aware of the wider social, community and cultural issues that many of our pupils are living through?
- How do we get to know our pupils and ensure that their views, interests, lived experiences and aspirations inform and guide our teaching practices?



## 2.4

### RECOMMENDATION:



Support the diversification of the teaching workforce through a teaching assistant 'Step into Teaching' programme

### IN DEPTH:

The benefits of a diverse education workforce are well-documented; however, ethnic minority groups remain underrepresented in the teaching profession in Wales relative to the overall population (Education Workforce Council, 2020). Cardiff is no exception to this trend but as Wales' ethnically diverse capital city, has an opportunity to develop and test new approaches to improve representation in the teaching workforce.

It is estimated that 8% of Cardiff's Teaching Assistants (TA's) are from an ethnic minority background, compared to approximately 1.5% of teachers.

Whilst these figures are still not representative of the city's ethnic diversity, and particularly so with respect of the diverse school population, the existing ethnic minority Teaching Assistant workforce are a cohort of experienced local education practitioners whose progression into Qualified Teacher Status (QTS), where appropriate and where the member of staff wishes to do so, would support workforce diversity amongst QTS.

Alongside graduate routes, local stakeholders should explore growing local talent within the existing workforce and supporting TA progression where staff aspire to progress to teaching roles and have, or could develop, the skills to do so.

There is an opportunity to connect staff to existing fast-track qualification routes to Qualified Teacher Status for Teaching Assistants offered by some UK universities. This could be supplemented with additional bespoke approaches which respond to the specific skill development needs of Cardiff's ethnic minority teaching assistants, for example, further ESOL provision integrated into the qualification programme.

Further collaboration with the Welsh Government and Educators Wales would support progress on this recommendation and align with the commitments made in the Welsh Government's Race Equality Action Plan.



## 2.5

### RECOMMENDATION:



Increase representation of ethnic minority residents in school leadership through a School Governors entry programme

### IN DEPTH:

School leadership teams have a critical role to play in shaping an inclusive school culture and implementing effective anti-racism policies. A diverse governing board is a stronger board, reflecting school communities and the wider city.

Limited ethnicity data is available regarding current School Governors in Cardiff, but informal feedback suggested that further efforts to support ethnic minority participation in Governing Bodies were needed.

We recognise the importance of diverse boards so that decisions are made robustly with input from people with a variety of lived experiences – as well as varied skills. It’s also vital that children see people of all backgrounds in board-level positions.

As such, the Taskforce encourages Cardiff’s education sector to firstly establish baseline data on school governor diversity and consider new methods of recruitment to attract residents from ethnic minority backgrounds into these important roles.



## 2.6

### RECOMMENDATION:



Increase visibility of Black and Ethnic Minority role models and public education on Black History through events programming

### IN DEPTH:

On Wednesday 29th September 2021, the historic unveiling of a monument to honour Betty Campbell, Wales’ first Black head teacher and prominent Black history campaigner, shone a spotlight on one of Cardiff’s significant Black changemakers. This was rightfully an immensely proud moment for our city and encouraged reflection on progress made and the distance we still have to travel on equality.

This installation of the monument was particularly significant for our city’s Black and Ethnic Minority residents and young people, with Betty’s legacy

enshrined in the prominent Central Square for future generations to share in and celebrate.

To support continued reflection and learning on the values of equality and education which Betty stood for, the Taskforce encourages the introduction of an Annual Betty Campbell Lecture at a prominent Cardiff venue to ensure the continuance of Betty’s significant legacy of inclusive education in Wales’ Capital City and her role in advocating for the introduction of Black History into the school curriculum.





# THEME 3: CITIZEN'S VOICE

## Data Insights: Citizen's Voice

Parliaments and Councils are representative institutions, with those elected representing the voice of their constituents within the UK's system of formal representative democracy.

While there have been improvements in the representation of ethnic minority groups in Westminster and the Senedd, ethnic minority people remain under-represented in the roles of MP, MS and as local councillors, in relation to the general population of Wales.

Here we have summarised available data and research on political representation and citizen's engagement for ethnic minority groups. This data indicates the current state of play with regards representation in politics and decision-making and the provision of fair access to influence and power in the city.

Note: There is limited data available around the demographics of groups who engage in democratic processes at a UK or Wales level, and even less so available when looking at democratic engagement at a city level, so here we primarily rely on UK-wide research for general insights into the experiences of ethnic minority residents.

### UK Parliament

The number of ethnic minority MPs has grown at every election since 1987, reaching a record high of 65 in the 2019 General Election, of which 37 are women. This now means that one in ten MPs are from an ethnic minority background, when 10 years ago the figure was just one in forty.

In Wales, Scotland and Northern Ireland there are currently no ethnic minority MPs.

### Welsh Parliament

Three (5%) of the 60 Members serving members of the Senedd are from an ethnic minority background. The longest serving is Vaughan Gething, representing the constituency of Cardiff South and Penarth, who has been a Labour MS since 2011 and is currently Minister for the Economy, having previously served as Minister for Health and Social Services from 2016-2021.

The first ethnic minority member of the Senedd was Mohammad (Oscar) Asghar, elected as a Plaid Cymru AM in 2007 and then as a Conservative in 2011 and 2016. His daughter Natasha Asghar was elected in his seat in 2021 making her the first female ethnic minority member of the Senedd.

### Local Government in Wales

The most recent survey of councillors and candidates in Wales (2017) reported that 1.8% of county and borough councillors who provided their ethnicity data were from ethnic minority groups, up from 0.6% in 2012. The corresponding ethnic minority population of Wales was 4.4%.

### Councillor ethnicity data for Cardiff Council

In actioning one of the Taskforce's early recommendations, Cardiff's Democratic Services Team supported our request to examine the ethnicity data of current elected representatives of the city and completed a baseline data capture for current Cardiff Councillors in autumn 2021.

The survey findings indicate that 12% of serving Councillors during the 2017-2022 municipal term are from an ethnic minority background.

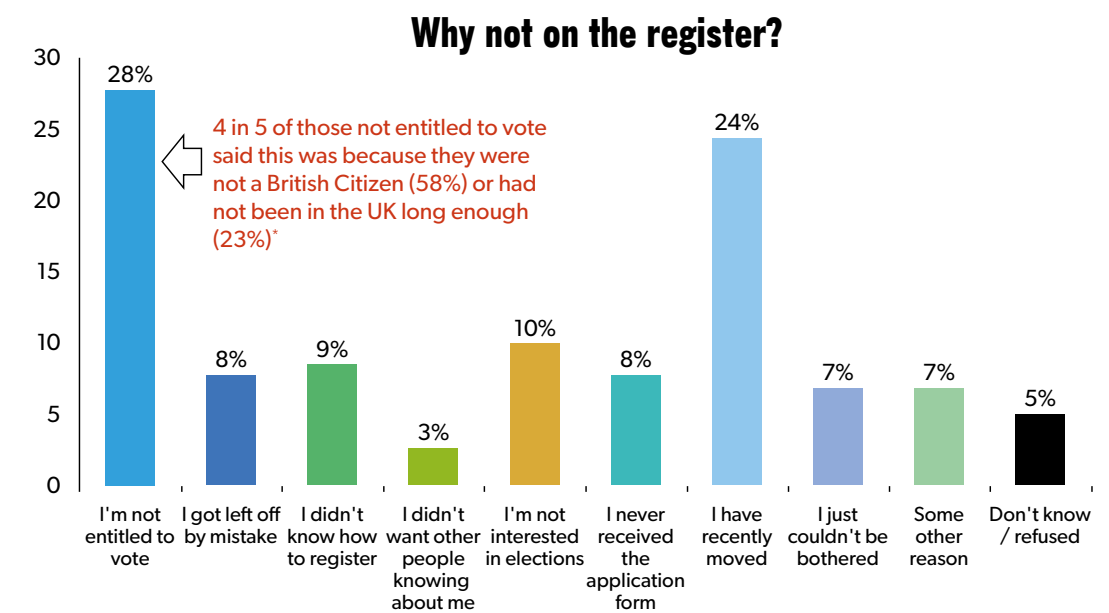
This finding is based on an 85% completion rate (64 out of 75 Councillors responding to the survey). Ethnicity data has not previously been captured for Cardiff Councillors so it is not possible to describe any local trends but the Council has outlined its intention to collect this data in future municipal terms, actioning our recommendation within this theme.

### Voter registration & turnout

Research by the Electoral Commission indicates that people from ethnic minorities are under-registered to vote. The Commission's data indicates that 25 per cent of Black voters in Great Britain are not registered. It also says that 24 per cent of Asian voters and almost a third (31 per cent) of eligible people with mixed ethnicity are not yet registered, compared to a 17 per cent average across the population.<sup>4</sup>

There is limited data available to differentiate the effects of educational attainment, income, socioeconomic context, home ownership and other relevant factors in voter registration trends. It is also not currently possible to understand any potential correlation between the fact ethnic minority groups have a younger population than the White ethnic group and young people are less likely to be registered to vote.

There is not a great deal of data to understand the reasons for under-registration. Theories include that those who have migrated to the UK and are eligible to vote are under-registered but there is no quantitative evidence on the extent of this gap. Other barriers may include a lack of English language skills or lack of knowledge of the process and elections but the available research is limited. A 2010 study, The Ethnic Minority British Election Study, completed in partnership with the Runnymede Trust, found that nearly 3 in 10 of non-registrants did not think that they were entitled to vote, while a quarter had recently moved home. With the extension of voting rights to all non-UK born nationals legally resident in Wales for both Senedd and local government elections, this finding requires additional reflection to support the communication of these additional rights to the Welsh residents to which it applies.



Base: All EMBES respondents not on the register (255)

Source: BMRB

Q. What are the main reasons you are not on the electoral register? MULTICODE

\*There may be those in this group that were unaware that Commonwealth nationality is sufficient to claim the franchise<sup>6</sup>

<sup>4</sup> Electoral Commission, Voter engagement among Black and Ethnic Minority Communities, [https://www.electoralcommission.org.uk/sites/default/files/electoral\\_commission\\_pdf\\_file/Ethnicfinalreport\\_11586-6190\\_\\_E\\_\\_N\\_\\_S\\_\\_W\\_\\_\\_.pdf](https://www.electoralcommission.org.uk/sites/default/files/electoral_commission_pdf_file/Ethnicfinalreport_11586-6190__E__N__S__W___.pdf)

<sup>5</sup> The Electoral Commission, 1 in 4 black and Asian voters are not registered to vote, warns the Electoral Commission, <https://www.electoralcommission.org.uk/media-centre/1-4-black-and-asian-voters-are-not-registered-vote-warns-electoral-commission>

<sup>6</sup> Ethnic Minority British Election Study: Electoral registration and turnout data <https://www.runnymedetrust.org/uploads/EMBES%20Turnout%20and%20Registration.pdf>

Election turnout rates are logically linked to registration rates: one cannot vote without being registered. However, someone may be registered and not turnout to vote — it is therefore important to consider whether there are specific challenges to turnout faced by certain groups.

Turnout is calculated by local authorities from the votes cast versus the total eligible registered voters. No demographic data about those turning out is captured at the point of voting, so any breakdown by age or ethnicity relies on survey data. This data is however unreliable because people tend to overstate their turnout history.

The most robust evidence on turnout comes from the British Election Study, which shows a significant gap in turnout by age with older people much more likely to vote than young people.

## Information about elections and political engagement

Unfortunately, there is insufficient data on how people learn about elections, let alone on whether this differs demographically or between other characteristics.

The best available data on this subject comes from Hansard Society's Audit of Political Engagement,<sup>9</sup> which shows that TV and radio news still has the biggest role to play in getting people election information, though younger people are more likely seek information online and through social media.

There's an around an 80% chance that a 70-year-old voted at the last general election, compared with a 45% chance that a 20-year-old did.<sup>7</sup>

This finding is significant in the context of recent reforms to lower the voting age to 16 in Wales for Senedd and Council elections. Other survey data suggests that turnout amongst ethnic minority groups is five percentage points lower than average, though this may simply reflect their lower registration rate. There is also some evidence that people from ethnic minorities are more likely to vote if someone of the same ethnicity is standing.<sup>8</sup>

## CITIZEN'S VOICE OUR RECOMMENDATIONS

Our recommendations in this area focus on locally led solutions to increase ethnic diversity in politics, decision-making and broader forms of participation.

The trend of increasing ethnic diversity in our city, like other cities across the UK, raises important questions about how ethnic minority communities can be better served and represented by existing democratic systems and other, less formal but important, mechanisms of participation.

Supporting increased representation requires support and action from political parties in candidate selection processes and measures to broaden party membership, and from government institutions in delivering non-partisan information about elections and other relevant topics, such as general information about the role of councillors.

Delivering representative parliaments and Councils will therefore be best achieved through broad collaborative action. This may include Cross-Party commitments on supporting diversity in democracy, and this is one of our Taskforce's recommendations.

It is important to recognise that there are natural limits to what the Council can achieve acting alone as an institution in the delivery of our recommendations against this theme. We however encourage the Council to support and facilitate general objective approaches which contribute to improved public awareness of the democratic calendar, voter registration and turnout and other important aspects of our recommendations concerning wider civic participation and voice in city life.



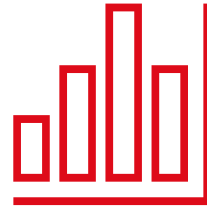
<sup>7</sup> [www.britishelectionstudy.com](http://www.britishelectionstudy.com)

<sup>8</sup> Electoral Commission, Voter engagement among Black and Ethnic Minority Communities

<sup>9</sup> [www.hansardsociety.org.uk/projects/audit-of-political-engagement](http://www.hansardsociety.org.uk/projects/audit-of-political-engagement)

# 3.1

## RECOMMENDATION:



Improve data collection and analysis on civic participation

### IN DEPTH:

Our first recommendation against this theme concerns data collection and analysis on civic participation, in particular with respect of Councillor demographic data. At the commencement of the Taskforce, no local level data was available to provide insight into current levels of ethnic minority representation across Cardiff Council's elected members.

We requested that the Council's Democratic Services team deliver a survey during the course of the Taskforce's proposal development stage to provide insight into the current democratic landscape of the city. This has been completed and the results have been provided in the data section at the beginning of this chapter.

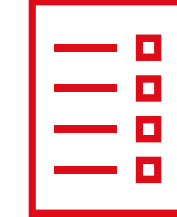
Moving forwards, we recommend that the Council captures equality data at the commencement of a new municipal term following an election and completes analysis of this data by the protected characteristics listed in the Equality Act. This analysis should also be available in the public domain.

This could be supplemented by additional relevant participation data regarding the Council's broader community engagement work, including demographic data for key consultations such as the Budget and annual city residents' survey, Ask Cardiff. This information is routinely provided in public reports but could be brought together into a single place to provide a set of city indicators on participation and representation.



# 3.2

## RECOMMENDATION:



Support the Race Alliance Wales manifesto and complete benchmarking against their recommendations to advance race equality in Wales

### IN DEPTH:

Race Alliance Wales (RAW) is an ethnic minority led initiative, which aims to provide a self-directed space where Black, Asian and Ethnic Minority organisations and individuals can collaborate on solutions to address issues of racial injustice in Wales.

The Race Alliance Wales manifesto has been developed through a broad membership of ethnic minority Welsh citizens through a series of meetings and discussions, drawing upon relevant data, as the Cardiff Taskforce has, to shape their policy recommendations.

The completed manifesto reflects the policy priorities of Wales' ethnic minority citizens, having been produced through extensive and collaborative discussions throughout the pandemic and in the wake of the international Black Lives Matter movement.

In light of, what appears to be, at least a partial democratic deficit for ethnic minority groups, outlined in the data at the beginning of this chapter, the Taskforce recommend the Council reflects on its progress and relevant activity to deliver the recommendations of the Race Alliance Wales Manifesto and recommendations.

These recommendations are far-reaching and not all areas are the policy responsibility of the Council, but in the setting of new policy priorities following the 2022 local government elections in Wales, this work provides important insight into the experiences and needs of ethnic minority residents.

As Wales' capital city, the delivery of this recommendation will contribute to Cardiff's positioning as a leader in the advancement of race equality and encourage other Welsh Council's and public institutions to reflection on their own response to ongoing and well-evidenced inequalities for ethnic minority people in modern Welsh society.





## 3.3

## RECOMMENDATION:



## Scope opportunities to increase youth participation and engagement with civic processes and develop mechanisms to support ethnic minority youth representation in politics and decision-making

### Spotlight on: Youth political participation, a summary of evidence

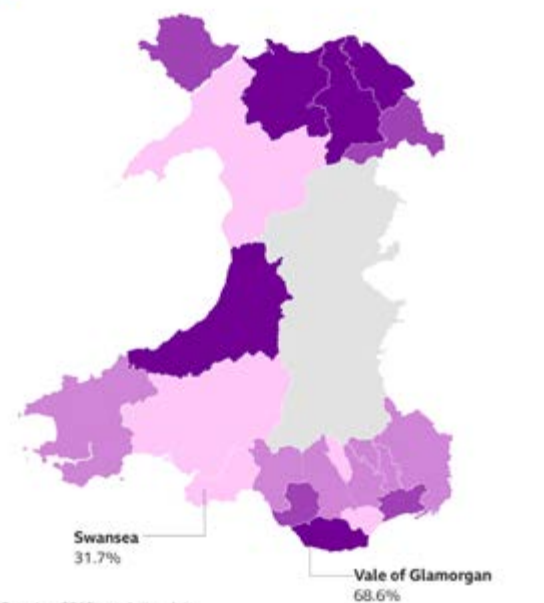
- In the 2017 UK General Election, young people turned out to vote in greater numbers than at any other point for 25 years.
- Polling research from Ipsos MORI suggests that turnout in 2019 ranged from 47% among 18 to 24-year-olds up to 74% among over-65s. This was a wider gap than in 2017, when the same pollsters measured turnout at 54% and 71% respectively in these age groups.<sup>1</sup>
- In the 2021 Welsh Parliamentary elections, poll data suggests that just 46% of 16–17-year-olds used their new voting rights and that young voter registration for 16–17-year-olds in Cardiff was the lowest of any local authority area, at 34.72%.<sup>2</sup>
- The Ethnic Minority British Election Study (EMBES), found that whilst age is a significant factor determining turnout across all ethnic groups, the effect of age is actually weaker for ethnic minorities groups than for White British young people.<sup>3</sup>

#### Sources:

1. Ipsos Mori, How Britain voted in the 2019 election, How Britain voted in the 2019 election | Ipsos
2. Local Authority Data, Stats Wales, visualisation from BBC Wales, Welsh elections: At least 35,000 young people not registered to vote, <https://www.bbc.co.uk/news/uk-wales-politics-56919775>
3. Heath, Anthony F., et al. "British Election Study Ethnic Minority Survey." UK Data Service. SN 6970 (2010).

#### 16 and 17-year-old voter registration in Wales

Legend: No data (grey), 30 to 40% (light pink), 40 to 50% (medium pink), 50 to 60% (dark pink), 60 to 70% (purple)



\*Based on 2019 population data  
Source: Welsh local authorities, Statswales

© BBC Wales

## IN DEPTH:

Recent years have seen anxious debate about youth political apathy in the UK, connected to low levels of electoral participation amongst 18–24-year-olds.

A lack of youth engagement in mainstream politics certainly matters in democratic terms but should not lead to the conclusion that young people are apathetic about political issues.

The last two years in particular have demonstrated preferred grammars of action for Cardiff's young people on issues which matter to them, with a clear preference for hands-on, direct forms of activism and a tendency to mobilise horizontal, loosely formed groups and networks rather than vertical integration with formal democratic institutions and systems to create change.

The possibility to connect young people with mainstream political institutions rests in the capacity of institutions to adjust participatory opportunities to young people's preferred flatter, more networked, personalised, 'DIY' forms of activism.

In many respects, the approach taken in the establishment and delivery of Cardiff's Race Equality Taskforce, with city residents co-producing city solutions through a supportive process of dialogue and collaboration, could provide a blueprint for future engagement of residents in policymaking. These methods could help to connect young people to actual decision-making in a meaningful way.

In setting the priorities for our Taskforce, our public consultation evidenced a clear desire to shift power from the centre into communities. 21st century Britain has seen the marginalisation of those on low-incomes and widening income-inequality. This has understandably led to political disillusion and non-participation, and whilst these phenomena are by no means limited to our city, they complex issues which should concern us all, irrespective of our personal political beliefs.

In our consultation and other evidence that we have considered, there was clear correlation between social class, using postcode data and the deprivation index, and the extent to which local people feel

underrepresented and unable to influence the decisions being made about their lives and their city.

Race and class have a complicated and important intersection and it is critical to recognise that the additional factors of racial discrimination and bias present added barriers for working class ethnic minority young people in achieving their aspirations and full potential.

Modern class identities are complex to define but for ethnic minority young people growing up in low-income families, it is clear that both factors of race and class shape their opportunities and limitations placed upon them through stereotypes, prejudice and societal expectations about their outcomes and achievements. This is demonstrated in a wealth of official government data and peer-reviewed research.

This complex interplay leads the Taskforce to specifically recommend that new efforts are made to put power in the hands of the Cardiff's ethnic minority young people.

New opportunities must be made available to marginalised young people to enable them to have their voices heard and influence change in the city.

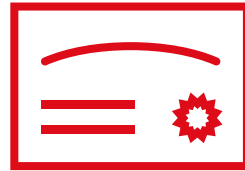
The mechanisms for doing so should be designed by the young people they are intended to reach so we are not prescribing a specific model in our recommendation however, the Taskforce heard of promising programmes from across the UK, offering the development of political skills, democratic education and building change-making capacity in working-class communities with young people of diverse ethnic backgrounds.

As a Taskforce, we encourage the development of new approaches to youth leadership development which respond to the issues we have outlined and specifically support ethnic minority young people from traditionally marginalised backgrounds to develop the skills, insights, networks, and self-belief needed to aspire to positions of power and influence, both formal and informal.

<sup>10</sup> Office for National Statistics, Household Income Inequality, UK: financial year ending 2020, [www.ons.gov.uk/peoplepopulationandcommunity/personalandhouseholdfinances/incomeandwealth/bulletins/householdincomeinequalityfinancial/financialyearending2020](http://www.ons.gov.uk/peoplepopulationandcommunity/personalandhouseholdfinances/incomeandwealth/bulletins/householdincomeinequalityfinancial/financialyearending2020)

# 3.4

## RECOMMENDATION:



Cardiff Council’s elected members should support the Welsh Local Government Association’s Diverse Council Declaration, to support diversity in democracy and representation of ethnic minority groups in the capital city

## IN DEPTH:

While Cardiff performs better than many Councils in terms of councillor diversity, people from Black, Asian and ethnic minority backgrounds, women, younger people and those with a disability are not yet proportionately represented in the Welsh capital’s Council chambers.

One of our early recommendations within this theme was for Cardiff Council to adopt the recommendations of the Welsh Local Government Association’s (WLGA) Diversity in Democracy report. This report is the culmination of a cross-party working group to support increased representation of minority groups across Welsh Councils and ensure a supportive environment for Councillors who step forward to represent their community. The implementation of the recommendations contained

within the WLGA report will require action from both the Council’s Democratic Services Team, Democratic Services Committee and cross-party approaches. It is the view of the Race Equality Taskforce that there must be a sustained commitment from all parties to support efforts to increase ethnic diversity if Council chambers are to keep pace with modern Cardiff and look like the city that it represents.

In adopting the recommendations of the Diversity in Democracy report, the Council should support the Diverse Council Declaration as a public commitment and ensure the report’s recommendations are implemented through a clear action plan following the 2022 Local Government elections in Wales to engage new elected members in this important initiative for the city.



# 3.5

## RECOMMENDATION:



Improve representation from Cardiff’s ethnic minority communities in key decision-making panels

## IN DEPTH:

This recommendation points towards the Taskforce’s view that decision-making panels, advisory boards and committees in the city should reflect the views and experiences of Cardiff’s ever-increasing proportion of ethnic minority residents. This is not about a political agenda or quota approach but ensuring diversity of thought and informed decision-making which reflects our city’s needs, priorities and ambitions.

In particular, institutions in Wales’ capital city should reflect on the prevalence of all-White & all-male panels, and steps to ensure greater representation of the city’s true diversity across relevant panels and boards.

In developing our proposals, the Taskforce consistently heard that a lack of visibility in positions of power sends a subliminal message to underrepresented groups that their views are unimportant. Correcting this will not be immediate but is an action which all elected representatives and public officials in the city, from all spheres of government and public services, need to take personal and collective accountability for.

A natural starting point will be the consideration of local statutory committees following the 2022 Local Government Election, but as with our previous recommendation, can only be achieved with buy-in and commitment on a cross-party basis as political parties make their nominations to these committees at the commencement of the municipal term.

Beyond committees and boards where elected members serve and represent the city, these principles should also apply in a broader sense. This includes ensuring that event and conference organisers consider an appropriate mix of speakers, that hiring managers reflect on the diversity of their recruitment panels including inviting external panel members where appropriate, and that public services consistently reflect on who they are reaching with their consultation and engagement activities and seek to attain quality representation.

While we have primarily focused on ethnicity, it is also equally important to ensure that these actions include focus on women, the LGBTQ+ community and those with disabilities.

# 3.6

## RECOMMENDATION:



**Broaden participation and accessibility in city planning and ensure there are appropriate platforms for engagement and community voice in the design of the city**

### Spotlight on: Cardiff's Local Development Plan

Cardiff Council is currently preparing its new Local Development Plan (LDP) for the city. The LDP will help shape Cardiff for the next 15 years to 2036 ensuring the right development happens in the right place at the right time, benefitting communities and the economy and setting out which areas need to be protected.

There are many stages in preparing a Local Development Plan as set out in our Local Development Plan Delivery Agreement.

The LDP Regulations require the Council to work in partnership with a wide range of stakeholders in preparing the LDP, including specific and general consultation bodies and the general public.

Find out more about the Local Development Plan process and how you can get involved at: [www.cardiffldp.co.uk](http://www.cardiffldp.co.uk)



## IN DEPTH:

Urban planning is the art of giving shape, design, and structure to cities and towns. It involves various processes like the arrangement and design of buildings, transport systems, public spaces as well as good public amenities. In the context of climate emergency, it has become increasingly important to use available land and infrastructure in the best possible way, particularly within cities with fast-growing populations and limited space.

To effectively serve residents, urban planning processes must engage with the demographic reality of Wales' capital city. This includes understanding the needs of our fast growing and increasingly diverse population, recognising the significance of neighbourhoods in the traditional docks area to our longest-standing Black and ethnic minority communities and the rapid growth of Cardiff's international student community.

The historic relationship between city planning and the ethnic minority communities of our city has been complex. Our Taskforce understand the community view that the development of Tiger Bay did not deliver the necessary benefits to Cardiff's long-standing ethnic minority communities whose ancestors have lived in the streets of Butetown for over a century. Over time, these changes have come to be seen as the gentrification of a diverse communities' traditional neighbourhood and this requires careful consideration in future city design and policy making.

This starting point makes future planning decisions regarding the development of Atlantic Wharf a critical moment to reset and deliver community assets including housing and job opportunities for local ethnic minority people and we have made a recommendation in relation to this earlier in our report within the Employment and Representative Workforce chapter.

Beyond this, mechanisms to support citizen's engagement and voice in significant decisions regarding the future design of our city should be strengthened. Planning law is incredibly complex and opaque to the general public. Positioning planners so that they are more effective, creative and visible in their engagement with ethnic and racialized difference in the contemporary city should be a priority.

The Taskforce considers there to be three critical interfaces for future engagement:

- Meeting the city's housing needs, particularly with regards affordable housing, for which there is significant demand generally across all ethnic groups and specific housing needs for ethnic minority groups in the city
- Economic development plans and ensuring these connect with labour market realities for ethnic minority communities and deliver meaningful and measurable opportunities
- Planning for broader public services and public spaces and consideration of their accessibility and design to best meet the needs of ethnic minority groups

The Planning department should review their current accessibility measures for Planning Services to help users better understand processes and procedures and support public engagement on important planning issues. This could include straightforward public-facing information covering, for example: what planning do, why they do it, what users can do, what procedures are in place in Cardiff and what information can be provided for users to help them understand planning in Cardiff.

Beyond the provision of information, Community engagement works best where it is an ongoing cumulative process enabling relationships and trust to build and strengthen over time.

As the Council prepares its next Local Development Plan, individual engagement events should be planned and designed with this in mind and aim to contribute to the overall aims of the engagement process.

Community or voluntary groups may want to participate at a range of levels – from providing advice to co-designing the process and from undertaking some aspects of the engagement to delivering projects to meet some of the outcomes.



## THEME 4: HEALTH

### Data Insights: Health

There are health inequalities between ethnic minority and white groups, and between different ethnic minority groups. The picture is complex, both between different ethnic groups and across different conditions, and understanding is limited by a lack of good quality data.

#### Health and Race: A complex picture

- Health-related quality of life scores at older ages, are lower than average among most ethnic minority groups, especially the White Gypsy and Irish Traveller, Bangladeshi and Pakistani groups, but not among some others (Black Caribbean, Black African and Mixed groups).
- Ethnic minority groups also have an increased prevalence of some long-term conditions, but not for others
- Analyses show most ethnic minority groups have lower overall mortality than white counterparts but also that this mortality advantage is reduced in their UK-born descendants
- Certain Black and Ethnic Minority groups have higher rates of some health conditions. For example, South Asian and Caribbean-descended populations have a substantially higher risk of diabetes; Bangladeshi-descended populations are more likely to avoid alcohol but to smoke and sickle cell anaemia is an inherited blood disorder, which mainly affects people of African or Caribbean origin.

Unpicking the causes of ethnic inequalities in health is difficult. Available evidence suggests a complex interplay of deprivation, environmental, physiological, health-related behaviours and the 'healthy migrant effect'.

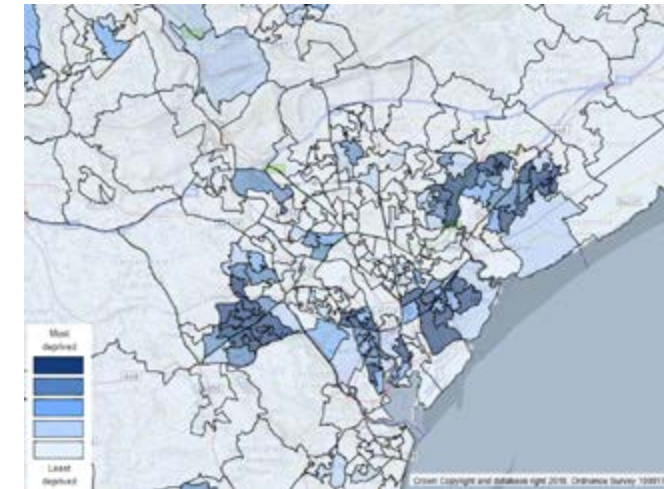
Ethnic minority groups are disproportionately affected by socio-economic deprivation, a key determinant of health status in all communities, but it is not clear if the relationship applies equally across all ethnic groups.

#### EXPLAINER:

**The 'healthy migrant effect' is the mortality advantage in migrants relative to the majority population in host countries that is reported in many countries. It could be due to the selective migration of healthy individuals and/or healthier lifestyles such as lower smoking and alcohol consumption.**

### Health Domain: Welsh Index of Multiple Deprivation

The health domain within the Welsh Index of Multiple Deprivation includes four indicators: cancer incidence; limiting long-term illness; all-cause death rate; and low birth weight. A high proportion of Cardiff's Black/African/Caribbean/Black British ethnic group (31.7%) reside in the most deprived areas of Cardiff within the WIMD health domain.



### COVID-19

Although the coronavirus pandemic created widespread fears and risks to lives and livelihoods across communities in Wales and around the world, the impacts on Black and ethnic minority groups have been especially profound.

The Covid-19 pandemic has had a disproportionate impact on ethnic minority communities, who have experienced higher infection and mortality rates than the white population. Geography, deprivation, occupation, living arrangements and health conditions such as CVD and diabetes accounted for a large proportion, but not all, of the excess mortality risk of Covid-19 in ethnic minority groups. Research from the Kings Fund, exploring health data from England concluded that Covid-19 has reversed the previous picture for some ethnic minority groups which now have higher overall mortality than the white population.

Following the Covid-19 pandemic, NHS Wales is taking steps to improve ethnicity recording in health records and future data collection should facilitate a better understanding of ethnic differences in health. Between April and May

2020, research by the Office of National Statistics found that individuals from Asian/Asian British background were 4.8 times more likely to test positive to COVID-19 than people of White ethnicity.<sup>11</sup>

In addition, COVID-19 death rates per 100,000 population were 2.7 and 2.0 times higher for males and females of Black-African ethnic background compared to those of White ethnicity.<sup>11</sup>

In another recent report, ONS examined the relationship between ethnicity and COVID-19 mortality by building a multivariable model to take a number of factors into account. These included age, health, geography, socioeconomic variables and occupation. Once adjusting for all these factors, the report found statistically significant raised rates of death for males and females of Black African, Black Caribbean, Indian, Pakistani and other ethnic group. After adjustment, compared to White males; the rate of deaths among Black African males was 2.3 times greater, for Bangladeshi males it was 1.9 times greater, for Black Caribbean males 1.7 times greater and for Pakistani males 1.6 times greater.<sup>12</sup>

<sup>11</sup> ONS, Coronavirus and the social impacts on different ethnic groups in the UK:2020, Coronavirus and the social impacts on different ethnic groups in the UK: 2020 - Office for National Statistics (ons.gov.uk)

<sup>12</sup> Updating ethnic contrasts in deaths involving the coronavirus (COVID-19), England and Wales: deaths occurring 2 March to 28 July 2020, Updating ethnic contrasts in deaths involving the coronavirus (COVID-19), England and Wales - Office for National Statistics (ons.gov.uk)

## Spotlight on: NHS Race and Health Observatory

A new NHS Race and Health Observatory has been established by the NHS Confederation to examine ethnic health inequalities in England (both outcomes and experiences).

The Observatory will work towards tackling ethnic and racial inequalities in healthcare amongst patients, communities and the NHS workforce. It will be a proactive investigator, making evidence-based recommendations for change and helping to facilitate practical implementation of those recommendations across health and care.

The Observatory has five workstreams:

1. Improving health and care: Focusing on areas in health and care that have long shown ethnic inequalities in access, experience or outcomes, working to reshape policy and practice so that they support fair health and care for all, from neonatal health to end of life care.
2. Empowering Vulnerable Communities: The most vulnerable in society are often those who experience the cumulative impact of health inequalities. The Observatory's work in this area will build understanding around complex social determinants of health as well as the resulting effect that can have on individual personal choices.
3. Innovating for all: Digital technology has great potential to improve how the health and care sectors deliver their services in a modern way; providing faster, safer and more convenient care. It is essential that new and innovative approaches, technologies and data collection structures are designed to help reduce ethnic health inequalities.
4. Creating equitable environments: rebuilding and supporting health and care systems, change levers and management leadership behaviours – to tackle ethnic health inequalities and promote quality of care, safety, compassion and a fairer experience for patients, NHS staff and diverse communities alike.
5. Collaborating globally: working both nationally and internationally, connecting with organisations and key stakeholders from across the country and around the world and sharing innovative research, practice, and learning between communities and across borders.

**Find out more:** <https://www.nhsrho.org/>



## HEALTH: OUR RECOMMENDATIONS

In partnership with Cardiff & Vale Health University Health Board, three priorities were agreed with our Taskforce for future development. The context of the ongoing pandemic and emerging evidence on the disproportionate impact of COVID-19 on ethnic minority groups meant that each of the recommendations outlined in this section have been progressed with urgency during the course of the Taskforce programme.

The recommendations in this chapter respond to early findings and reflections regarding ethnic minority health inequalities at the onset of the Covid-19 pandemic and the fact that the limited availability of data compromises current opportunities to focus on broader service improvements and reforms both in the immediate and longer term.

These three priority areas will contribute to an improved understanding of ethnic minority resident's health outcomes and support improved engagement between the health board and ethnic minority Cardiff residents at a local level.



## 4.1

**RECOMMENDATION:**

Improve ethnicity recording within the healthcare system, for both patients and staff

**IN DEPTH:**

Ethnicity data is essential for improving the health and wellbeing of people from Black, Asian and Minority Ethnic communities.

A lack of ethnicity data profiling of patients accessing healthcare services in Wales and the wider UK has long impeded the informed development of quality of care and research efforts for ethnically diverse populations. Extensive research has explained the crucial role of health data in:

- Supporting needs assessments and service planning
- Enabling monitoring of equity of access and outcomes
- Informing clinical practice
- Improving the evidence on inequalities in population-based risks and outcomes
- Supporting high quality research

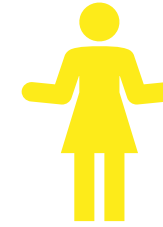
The need for accurate patient ethnicity data has been explicitly demonstrated by the Covid-19 pandemic, with clear disproportionality for ethnic minority groups as indicated in the statistics listed in the earlier data section of this chapter. Good quality data is an essential cornerstone of an effective health care system. Without it, the ability to deliver equitable, high-quality care to all is significantly compromised. This applies also to the collection and availability of ethnicity data within healthcare systems, however, analyses to date demonstrates significant limitations in both the completeness (coverage) and the quality of ethnicity recording in health records. The call for more comprehensive ethnicity recording as part of the response to Covid-19 could result in data that is more complete but the quality of which remains

poor. Both aspects need consideration and address in the Health Board's response.

It is important that NHS organisations and staff, along with GPs as first points of contact for citizens accessing most health services, are aware of how this information should be collected from patients and recorded. For example, ethnicity should be self-reported, using official classifications of ethnicity, and staff should understand that "not stated" is a legitimate response i.e., patients should have the option of declining to state their ethnicity (which is different to the "unknown" category, where it wasn't possible to ask the patient their ethnicity). There should also be an agreed set of rules to account for situations in which the patient has a temporary or permanent lack of capacity. In terms of staff, the NHS through its Electronic Staff Records has comprehensive ethnicity data in relation to its employees and this data is published and available in the public domain. This practice is not replicated in the case of patients and the Health Board is not yet in the position to provide quality ethnicity data regarding those accessing healthcare.

The Taskforce encourages the Cardiff & Vale University Health Board to work collaboratively with Welsh Health Equity Solutions Platform in the first instance, but also with other similar or related Welsh and UK organisations such as engage with the work of the NHS Race and Health Observatory, to advance progress on ethnicity recording within the healthcare system and ensure that this translates into meaningful changes in practice to address dual issues of data coverage and quality.

## 4.2

**RECOMMENDATION:**

Complete further investigation into the experiences of ethnic minority staff and patients and review the complaints and resolution procedure

**IN DEPTH:**

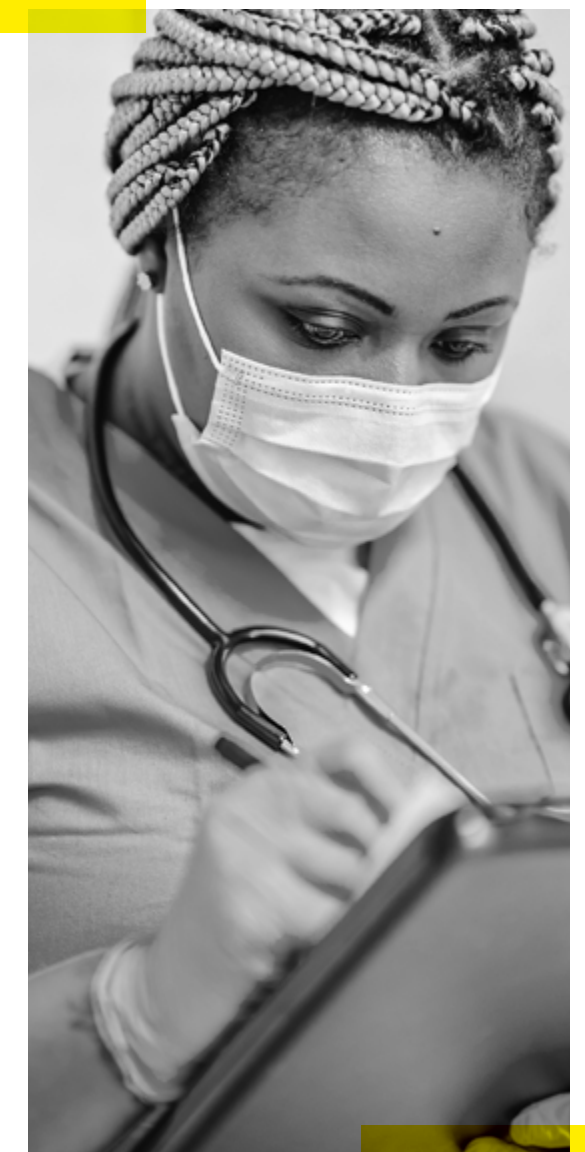
The NHS is often portrayed as a success story of ethnic minority workforce representation.

The recent UK-wide findings of the British Medical Association and other data on NHS staff experience, such as the NHS Workforce Race Equality Standard survey (note: this covers NHS Trusts in England only and does not include the local workforce in its findings), illustrate that ethnic minority staff in healthcare professions continue to have different and unequal experiences in the workplace compared to their White colleagues.

Doctors and other healthcare staff from ethnic minority backgrounds and those who qualified outside the UK but are registered to practice here, want to focus on caring for patients, without the burden of abuse that comes from demoralising and often debilitating experiences of racism in the workplace.

This evidence requires a comprehensive investigation into the experiences of local staff within the Cardiff & Vale University Health Board, and a review of the procedural response to racist incidents and bullying. Additional consideration should be given to the wellbeing support that is offered to ethnic minority staff who encounter these prejudicial behaviours at work.

The Taskforce was encouraged by the Cardiff & Vale Health Board's proactive response to this recommendation and the accompanying Delivery Report to the Taskforce's Report outlines the actions implemented to date.





## 4.3

### RECOMMENDATION:



Improve engagement and communication with Black and Ethnic Minority communities around health and health improvement

### IN DEPTH:

Throughout the course of the pandemic, local partner organisations have worked together to develop and deliver Test, Trace and Protect (TTP) services, the aim of which is to minimise risks to the local population from COVID-19 infection.

As part of this response, the Regional Operational TTP Board established an ethnic minority work stream to identify how best to engage with ethnic minority communities, and support the delivery of public health messages, the work of TTP and the mass vaccination programme. The outcome was the formation of a highly successful Ethnic Minority Subgroup, where key partners from the local community co-produced an effective communications and engagement programme with TTP partner organisations. A full report of this work can be found here - [Test Trace Protect supporting ethnic minority communities \(office.com\)](#)

In order to create a legacy from this work, and build upon the relationships developed during the pandemic, the Taskforce recommended that the University Health Board resource an engagement coordinator to lead on broader health promotion and awareness activity focusing on ethnic minority groups.

This role should lead the coordination of actions across the Health Board, Council and wider partners to develop effective partnership models which address health inequalities experienced by ethnic minority communities. This should include identifying and implementing policy and service interventions and delivering regular engagement with relevant statutory, voluntary and private sector stakeholders and communities on issues relevant to ethnic minority health equity.



## THEME 5: CRIMINAL JUSTICE

### Introduction

David Lammy MP's 2017 review shone an essential light on disparity in the treatment of, and outcomes for, Black Asian and Minority Ethnic (BAME) people within the criminal justice system in the UK.

These findings rightly prompted action from the UK Government's Ministry of Justice, which has twice reported on the implementation of the Lammy review's recommendations. Whilst there has been some progress made, it is clear that there is still a very long journey ahead to address overrepresentation and poor treatment of ethnic minority people across the whole criminal justice system.

Our starting point in developing our local approach was a recognition that, turning the dial on racial disparity in the criminal justice system needs a whole system approach. Many facets of the Criminal Justice System are non-devolved and remain the remit of the UK Government, meaning there are limits to what local stakeholders can achieve in addressing system-wide issues.

Nonetheless, a reformed system approach spans many areas of diverse services, many of which are designed and delivered through a local lens, from the diversion of young ethnic minority people away the criminal justice system, to providing rehabilitative support in communities. These are areas where a local approach can add considerable value and we can test new approaches, particularly with regards preventative services.

In developing our proposals against this theme, the Taskforce and local community members we engaged in local conversations regarding race and criminal justice often reflected on the relationship between the criminal justice system and a wide area of social and economic experiences.

Areas regularly discussed included employment, education, health and mental health, and housing, with many of those we engaged sharing the perspective that disadvantages and hardship within these domains contribute to crime and higher entrance rates to the criminal justice system. These reflections are supported by swathes of peer-reviewed evidence from sociologists and economists, which explain the intimate relationship between poverty and crime.

In light of this, the other recommendations we have made throughout this report should be recognised as further measures to address socioeconomic deprivation and structural racism in wider society which have led to the reality described by the data below. Our city can't make those changes alone, but we hope that our approach will support further action across all layers of government and public services.

Against the complex backdrop of issues and connectors relevant to the criminal justice landscape, the recommendations made here can only represent a starting point and do not constitute a full change programme.

The Taskforce are aware of the ongoing work of the Criminal Justice in Wales Board, which has identified Race Equality as one of its four priorities and has been resourced by criminal justice institutions in Wales to sustain its work programme. We encourage all local stakeholders to commit to engagement with this important and long-term work and recognise the particular significance these issues have in the context of our diverse capital city.

## DATA INSIGHTS: CRIMINAL JUSTICE

### Lammy Review Findings

The Lammy Review was an independent review into the treatment of, and outcomes for Black, Asian and Minority Ethnic individuals in the criminal justice system, commissioned by two Prime Ministers.

The review's terms of reference span adults and children; women and men. It covers the role of the Crown Prosecution Service (CPS), the courts system, prisons and young offender institutions, the Parole Board, the Probation Service and Youth Offending Teams (YOTS) and befitting from access to resources, data and information held by the criminal justice system (CJS) which was not previously available in the public domain for scrutiny and analysis.

It provides detailed, independent analysis of disproportionality and its findings are far-reaching, spanning 108 pages in total, but here we have included some of the most significant:

#### Ethnic minority people make up:

**14%**  
OF THE GENERAL  
POPULATION

**25%**  
OF THE PRISON  
POPULATION

**40%**  
OF YOUNG PEOPLE  
IN CUSTODY

#### In addition:

ARREST RATES ARE  
**HIGHER**  
FOR ETHNIC  
MINORITY PEOPLE

ETHNIC MINORITY PEOPLE  
ARE MORE LIKELY TO  
**PLEAD NOT  
GUILTY**

ETHNIC MINORITY PEOPLE  
ARE MORE LIKELY TO  
**RECEIVE PRISON  
SENTENCES FOR  
DRUGS OFFENCES**

ETHNIC MINORITY PEOPLE  
**REPORT POOR  
EXPERIENCES  
OF PRISON**

The review explained in its analysis that if ethnic minority people were not disproportionately represented in the UK's criminal justice system, there would be **9,000 fewer prisoners**, the equivalent of **12 average-sized prisons**. The current economic cost of this overrepresentation to our courts, prisons and probation service is estimated to be **£309 million a year**.

<sup>13</sup> UK Government, The Lammy Review, 2017, Lammy review: final report - GOV.UK ([www.gov.uk](http://www.gov.uk))

<sup>14</sup> See the UK Government's most recent report on the implementation of the Lammy Review's recommendations for further information, Ministry of Justice and Race Disparity Unit, Tackling racial disparity in the criminal justice system: 2020, Published February 2020, Tackling racial disparity in the criminal justice system: 2020 - GOV.UK ([www.gov.uk](http://www.gov.uk))

## UK Government Ethnicity Facts and Figures Portal: Crime, justice and the law

Since the Lammy Review’s publication, the Ethnicity Facts and Figures website has also highlighted other data regarding policing in the UK.

### Confidence in the local police

- In the year ending March 2020, 74% of people aged 16 and over in England and Wales said they had confidence in their local police
- Every year, a lower percentage of Black Caribbean people reported that they had confidence in their local police than White British people
- In the 3 years from April 2017 to March 2020, a higher percentage of people in the Asian, White, and Other ethnic groups had confidence in their local police than Black people

### Stop and search

- UK-wide, there were 11 stop and searches for every 1,000 people, down from 25 per 1,000 people in the year ending March 2010
- There were 6 stop and searches for every 1,000 White people, compared with 54 for every 1,000 Black people
- Stop and search rates have fallen for every ethnic group since 2009

### Victims of crime

- In the year ending March 2020, 13% of people aged 16 and over said they had been the victim of a crime at least once in the last year. This was down from 17% in the year ending March 2014
- Over a 7-year period, the percentage of White people who said they were victims of crime went down from 17% to 13%
- Men from Mixed ethnic backgrounds (21%) were more likely to be victims of crime than men from any other ethnic group for the 3 years from April 2017 to March 2020
- Asian people aged 75 and over (11%) were more likely to be a victim of crime than White people aged 75 and over (6%)

### Fear of crime

- In 2015/16, around one-fifth of people aged 16 and over in England and Wales believed that they were either ‘very likely’ or ‘fairly likely’ to be a victim of crime in the next year
- Overall, the figures for fear of crime have remained consistent between 2013/14 and 2015/16
- In 2015/16, a smaller proportion of White people reported a fear of crime compared with Asian people, Black people, and those from the Other ethnic group
- Asian people and those from the Other ethnic group had the highest levels of fear of crime

### Reoffending

- Black offenders had the highest reoffending rate (32.7%) in the year ending March 2018 – the rate for White offenders was 30.6%
- Offenders in the Other (including Mixed) ethnic group had the lowest reoffending rate (20.9%)
- In every ethnic group, young offenders had a higher reoffending rate than adults
- White offenders committed the most reoffences per person (4.17 on average)



## Local community engagement: summary of themes

In developing their recommendations, our Criminal Justice Sub-Group completed outreach and community engagement to inform their proposal development process. This engagement took the form of focus groups and open dialogue along with 1-2-1’s with residents and ethnic minority led organisations in Cardiff. This work was led by Race Equality Taskforce member, and Vice-Chair of the Criminal Justice Sub-Group, Marcus Walters, as a local facilitator who is independent of the criminal justice system.

Marcus’ conversations with our local community explored areas of concern and, critically, community solutions to address the issues communities identified. Below, we have summarised the key themes of this dialogue, which formed the basis of further work to develop collaborative solutions across local criminal justice organisations and partnerships:

| Theme  | Insights   |
|--|--|
| 1. Data and transparency                           | The community highlighted the need for transparent data and opportunities for outsider scrutiny and analysis. This included both data concerning those whose lives are touched by the Criminal Justice System and relevant outcomes and experience data, and data concerning the workforce.  |
| 2. Disparity and Disproportionality                | This covered broad themes reflecting the complexity and breadth of the criminal justice system, with community members highlighting general trends that they were aware of, such as the overrepresentation of young Black men in the criminal justice system as a whole and in Stop & Search statistics.   |
| 3. Hate Crime and Reducing Racial Abuse in Cardiff | Community members highlighted issues around hate crime in recent years and particular trigger points which increased racial abuse, such as the EU referendum, and expressed concerns around the support made available to victims through case work and general holistic support. The need for upstream prevention through improved education-focused approaches was identified and is actioned in one of our earlier recommendations within the Education theme.  |
| 4. Cultural Awareness and Anti-Racism Training     | Many community members we spoke to highlight the need for additional training for frontline staff working within the criminal justice system. Feedback reflected that this should focus on improving understanding of cultural diversity among different populations of people and building cultural competency skills to interact with people of diverse cultures, especially in conflict management.   |
| 5. Representative Workforce                        | Communities emphasised that the current criminal justice workforce, and particular the police workforce, which is most visible in their communities, was not representative of the community it serves. This was identified as a key area for action to build trust and confidence, but community members highlighted those current perceptions around criminal justice will present complex barriers to ongoing workforce diversification.  |
| 6. Youth provision and prevention services         | Feedback within this theme reflecting the essential role of youth work, mentorship and diversion opportunities for young people from ethnic minority backgrounds. Our conversations highlighted issues around mental health provision for young people and the reality that young Black people are treated more harshly by the criminal justice system but are more likely than White Groups to access mental health services once within the system. Community members highlighted that mental-health focused prevention should be a local priority for young Black and ethnic minority men. Our dialogue also highlighted the need to align and strengthen youth provision in key parts of the city and provide safe places for young people to meet and ‘just be kids’, with appropriate supervision and safeguards, such as youth centres. |
| 7. Building Relationships and Trust                | Community members highlighted that visible and accountable reform was necessary to build trust with ethnic minority communities in the city, particularly the Black community. This was emphasised to need a long term and proactive approach, making ongoing reform and service development efforts and outcomes visible.   |

**SOURCE:** All data obtained from the UK Government’s Ethnicity Facts and Figures Portal, <https://www.ethnicity-facts-figures.service.gov.uk/crime-justice-and-the-law>



## CRIMINAL JUSTICE: OUR RECOMMENDATIONS

Our recommendations within this theme have been developed working together in partnership with communities, individuals with lived experience and expert organisations, to identify the problems and, most importantly, work together on solutions to address racial disparities in the criminal justice system

As outlined in the introduction to this chapter, local services, satellite offices of UK Government departments and individual police forces do not hold all the levers of change, and this is a deeply complex landscape where we face impact limitations acting alone as a local partnership.

What we have strived to achieve in our recommendations is a clear programme of actions which can be led and delivered locally and contributes to a whole system approach.

Our research indicated that city-orientated action programmes to address racial disparities in the criminal justice system are not well-tested or developed. In the UK context, we could only identify such an approach being taken in London, led by Mayor Sadiq Khan, who chairs MOPAC (the Mayor's Office for Policing and Crime) and is responsible for policing in the capital, giving direction to the Metropolitan Police Service. The approach we are advocating through our recommendations in this chapter is therefore a new one for Cardiff.

Together, the recommendations we have made within this theme can contribute to broader learning across the criminal justice system and inform future service design to prioritise prevention and diversion pathways. Several recommendations concern new major projects which have received temporary grant resources to test new ways of providing support to those on the periphery of the criminal justice system. We encourage service providers to collect robust data, evaluate and reflect on the learning of these projects to inform long-term service design and commissioning approaches. This can only be the beginning.



## 5.1

### RECOMMENDATION:



**Commit to test approaches & collaborate on data exploration at both a local and national level- following the Criminal Justice in Wales approach (formerly All Wales Criminal Justice Board)**

### IN DEPTH:

Collection and publication of data on criminal justice system-civilian interactions gives both institutions and communities the information they need to ensure best practices and eliminate racial profiling. Common-sense data collection on arrests, pleas, trial outcomes, and sentences helps identify the geographic areas and parts of the criminal justice process in need of reform.

The national Criminal Justice in Wales Board have established a Data Task Group to review ethnicity data captured across the criminal justice system in Wales.

Our first recommendation within the Criminal Justice theme is that local criminal justice partners commit to participation and learning during this national review of ethnicity data capture. They should support the

delivery of this important project by sharing local relevant data, and insights into local data practice, as required by the review.

A key area of learning throughout the Lammy Review was the need to strengthen data capture, analysis and transparency across the criminal justice system. Local partners benefit from the aspirations and resourcing of the Criminal Justice in Wales Board to deliver on these recommendations in Wales.

This is an essential first step in understanding the solutions to overrepresentation, evaluating new approaches and delivering accountable and vital changes for ethnic minority communities. As this comes to be achieved ongoing transparency and opportunities for independent scrutiny and challenge will do much to build confidence and trust in criminal justice institutions.

## 5.2

## RECOMMENDATION:



Cardiff's local criminal justice partnership should develop and invest in tailored or alternative approaches to diversion for ethnic minority groups

## IN DEPTH:

Diversion refers to the strategies that seek to prevent an offender from formal processing by in the criminal justice system. In his 2017 review of racial disparity in the criminal justice system, Rt Hon. David Lammy MP highlighted that disparity in the youth justice system was his 'biggest concern'. Research strongly indicates that unequal treatment early in the system accumulates into larger disparities downstream.

Diversion itself may be formal, for example requirements for the offender to complete a program as a condition, helping to keep them out of the criminal justice system either entirely or in part. Or informal, including practices such as youth work and mentoring for those at risk of criminal exploitation, work which helps to avoid crime and keeps young people safe.

Diversion can occur at different points within the criminal justice process and community members we engaged clearly expressed their view that diversion is at its best when it is preventing first-time entry to the criminal justice system. This calls for a renewed look at the approach to low-level offending, first time offences and preventative upstream support.

The benefits of this approach are well documented: improving reform and rehabilitation opportunities for offenders, reducing reoffending, reducing stigma and the criminogenic effect of formal processing, lowering costs and reducing the criminal justice caseload.

Our recommendation is that local partners commit to a comprehensive review of diversion approaches and ensure that early-stage prevention and diversion opportunities for children and young people in particular are maximised at a local level.



## Spotlight on: Centre for Justice Innovation

**Briefing: Youth diversion evidence and practice briefing: minimising labelling**

This briefing from the Centre for Justice Innovation emphasises the need to take all reasonable steps to avoid stigmatising children with 'offender' labels, and to prevent them from forming deviant identities that may interfere with their development. The briefing highlights that children tend to grow out of crime and that criminal justice processing may in fact increase delinquency through a backfire effect.

Find out more: [www.justiceinnovation.org/sites/default/files/media/documents/2019-09/minimising\\_labelling\\_final.pdf](http://www.justiceinnovation.org/sites/default/files/media/documents/2019-09/minimising_labelling_final.pdf)

**Equal Diversion? Racial disproportionality in youth diversion**

This report highlights that while the evidence strongly suggests that youth diversion is beneficial for the children who go through it, and has been shown to reduce re-offending, inequality in access to, and engagement with, youth diversion is likely to have material impact on disparities later on in the system. The report highlights a number of factors which may impact ethnic minority young people's access to and engagement with youth diversion including: a climate of mistrust, formal eligibility criteria, a lack of knowledge about the benefits of youth diversion and practitioner perceptions of family engagement. The report also highlights a number of promising practices which we encourage local stakeholders to reflect on how they could be strengthened and incorporated in city practice:

- Workforce cultural competence and inclusion
- MultiAgency decision making and oversight
- Enhancing engagement
- Culturally specific programming
- Empowering Youth Justice Service staff
- Diversion training for defence solicitors
- Evidence-based eligibility criteria

Find out more: [CJI\\_Exploring-disproportionality\\_D\(1\).pdf](http://CJI_Exploring-disproportionality_D(1).pdf) ([justiceinnovation.org](http://justiceinnovation.org))





## 5.3

### RECOMMENDATION:



Cardiff's local criminal justice institutions should invest in a comprehensive cultural competency training approach

### IN DEPTH:

Training for frontline staff and decision makers within the local criminal justice system was an issue frequently raised in our engagement with ethnic minority Cardiffians on criminal justice priorities.

The right kind of training will play a crucial role in building capability and understanding across organisations in the criminal justice sector and equip staff with the necessary skills to be active in delivering individual and collective change which will address disproportionality.

Cultural competence means being equitable and non-discriminatory in your practice and behaviour.

It requires a balanced approach to others in which cultural identity and cultural context are understood, respected and taken into account. Like competence in general, cultural competence is the responsibility of both the individual and the organisation.

Our Taskforce recommends that Cardiff's local criminal justice partners commit to develop an appropriate programme of Cultural Competency training and ensure this reaches all tiers of staff from frontline to senior decision makers.

## 5.4

### RECOMMENDATION:



Sustain and develop current efforts to increase workforce representation within the Criminal Justice System and develop a wider approach to addressing representation across the sector, in partnership with the Public Service Board

### IN DEPTH:

It was recognised by our Taskforce that there are ongoing programmes of work to increase ethnic diversity within criminal justice organisations in the city. In particular, there is a significant representative workforce programme being implemented by South Wales Police, but this will take time to demonstrate impact due to the training requirements for newly recruited officers and entrants to the force.

Our recommendation is that these efforts must be sustained with South Wales Police and stepped up across the broader sector. This recommendation

therefore cuts across multiple organisations including Cardiff Council's Youth Justice Service, Her Majesty's Prisons and Probation Service, Ministry of Justice and many others.

This work should encapsulate a broad approach to use new and innovative approaches to attract ethnic minority candidates at recruitment, identify and nurture diverse talent and continue to promote programmes which support positive action and track their progression and success over time.

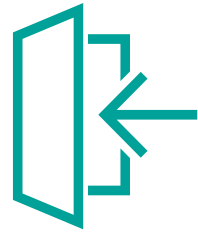


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## 5.5

## RECOMMENDATION:



Cardiff's local Criminal Justice Sector should take part in the Department for Work and Pensions Kickstart Scheme as another means to address workforce representation

## IN DEPTH:

Our fifth recommendation within the criminal justice theme focuses specifically on the recruitment of young ethnic minority people into the criminal justice workforce, as future professionals, decision makers and leaders.

The Kickstart scheme supports young people who are currently unemployed and receiving Universal Credit into work. The scheme offers 6 month paid positions, with appropriate training and support to develop professional skills which provide a gateway to future meaningful employment at the end of the scheme.

We recommend that criminal justice organisations in Cardiff commit to providing appropriate Kickstart placements to young people from Black, Asian and Ethnic Minority backgrounds as a signal of their commitment to increasing workforce representation and to encourage young ethnic minority people to consider future careers within the wide spectrum of roles offered across criminal justice system.



## 5.6

## RECOMMENDATION:



Develop improved mental health service pathways and integrated training and support for police officers as first responders

## IN DEPTH:

Studies highlight that different ethnic groups have different rates and experiences of mental health problems, which reflect their different cultural and socio-economic contexts and access to culturally appropriate services.

For example, African-Caribbean people living in the UK have lower rates of common mental health disorders but are three to five times more likely to be diagnosed with, and admitted to hospital for, schizophrenia.

Research indicates that, in general, people from ethnic minority groups living in the UK are:

- More likely to be diagnosed with mental health problems
- More likely to be diagnosed and admitted to hospital
- More likely to experience a poor outcome from treatment
- More likely to disengage from mainstream mental health services, leading to social exclusion and a deterioration in their mental health<sup>15</sup>

The reasons for this disparity include:

- The impact of migration, including trauma in country of origin, complications in navigating the migration process and hostile responses in host country
- Material and socioeconomic disadvantage, including reduced access to employment and housing
- Experiences of racism and/or exclusion<sup>16</sup>

The Taskforce recommends that further local approaches are developed and tested to keep people out of the justice process where they would be better served by mental health support.

Further service development in this area should include specific consideration of the needs and experiences of ethnic minority groups, recognising the complex and combining disadvantages in mental health service access outlined above.

<sup>15</sup> Findings from the Mental Health Foundation. Available at: <https://www.mentalhealth.org.uk/a-to-z/b/black-asian-and-minorityethnic-bame-communities>

<sup>16</sup> Kane, E. (2014). Prevalence, patterns and possibilities: the experience of people from black and minority ethnic minorities with mental health problems in the criminal justice system. London: Nacro

# 5.7

## RECOMMENDATION:



Develop new mechanisms to strengthen community engagement and voice in the work of the Community Safety Partnership

## IN DEPTH:

Our community engagement exercise found that local ethnic minority residents seek greater insight into the work of the Cardiff Community Safety Partnership and want to understand the mechanisms available to them to engage in the Partnership's work in the city.

Community Safety is complex and multifaceted, covering broad issues from low level anti-social behaviour to tackling serious violence. Therefore, the approach to community engagement will need to balance the risks, threats and harms to the community, alongside the effect this has on perceptions and feelings of safety.

The Community voice is important as it provides an opportunity for the local Community Safety Partnership to understand and respond to community views and experiences.

Community engagement requires skilled and knowledgeable practitioners who can build trust, exchange knowledge with communities and co-produce effective local policy and practice with residents. As with all of our recommendations, this should be delivered with sensitivity and demonstrate understanding towards of the current lack of trust and confidence in criminal justice institutions within some ethnic minority groups.

We recommend that further efforts are made to make the work of the Community Safety Partnership visible for ethnic minority Cardiffians, and that engagement mechanisms are developed to support conversation and dialogue on community safety issues across the Partnership's broad portfolio of work.



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# 5.8

## RECOMMENDATION:



Support capacity-building with ethnic-minority led voluntary sector groups to strengthen collaboration and delivery within criminal-justice related voluntary sector support services

## IN DEPTH:

Our final recommendation within the criminal justice theme is that mechanisms are developed to support further collaboration between Black and ethnic minority-led organisations and major voluntary sector service providers within the criminal justice sector.

We make this recommendation as there is a lack of ethnic diversity across management positions in Cardiff's voluntary sector, as with the public sector.

This action therefore provides opportunities for mutual skill-sharing and opens dialogue for future service collaborations between ethnic minority-led organisations, which bring particular insight and

expertise into the service needs of ethnic minority groups, and large established organisations with expertise in bid-writing, voluntary-statutory sector partnerships and grant management.

Creating appropriate space for cross-pollination and relationship building will contribute to a collaborative eco-system in the city's voluntary sector which supports the ongoing development of ethnic minority-led organisations. These organisations have much to offer in shaping the city's approach to preventative and rehabilitative services and ensuring they meet the cultural needs of our city.

## Annex 1: Standard ethnic classifications used in the UK

This Report uses the terms “White” and “ethnic minority” in line with guidance from the Office for National Statistics (ONS) for reporting across the UK.<sup>17</sup>

Classifications and terminology have varied between country and over time. Those used here are based on the 2011 Census and the ONS’ recommendations for monitoring surveys.

| ONS Recommended Standard Ethnic Categories  |   |  |
|---|---|--|
| ENGLAND AND WALES   | SCOTLAND  | NORTHERN IRELAND   |
| <b>White</b> <ul style="list-style-type: none"> <li>English/Welsh/ Scottish/ Northern Irish/British</li> <li>Irish</li> <li>Gypsy or Irish Traveller</li> <li>Any other White background</li> </ul>                           | <b>White</b> <ul style="list-style-type: none"> <li>Scottish</li> <li>Other British</li> <li>Irish</li> <li>Gypsy/Traveller</li> <li>Polish</li> <li>Any other White ethnic group</li> </ul>  | <b>White</b> <ul style="list-style-type: none"> <li>Irish Traveller</li> </ul>   |
| <b>Mixed/Multiple ethnic groups</b> <ul style="list-style-type: none"> <li>White and Black Caribbean</li> <li>White and Black African</li> <li>White and Asian</li> <li>Any other Mixed/Multiple ethnic background</li> </ul> | <b>Mixed/Multiple ethnic groups</b> <ul style="list-style-type: none"> <li>Any mixed or multiple ethnic groups</li> </ul>   | <b>Mixed/Multiple ethnic groups</b> <ul style="list-style-type: none"> <li>White and Black Caribbean</li> <li>White and Black African</li> <li>White and Asian</li> </ul>  |
| <b>Asian/Asian British</b> <ul style="list-style-type: none"> <li>Indian</li> <li>Pakistani</li> <li>Bangladeshi</li> <li>Chinese</li> <li>Any other Asian background</li> </ul>  | <b>Asian, Asian Scottish or Asian British</b> <ul style="list-style-type: none"> <li>Pakistani, Pakistani Scottish or Pakistani British</li> <li>Indian, Indian Scottish or Indian British</li> <li>Bangladeshi, Bangladeshi Scottish or Bangladeshi British</li> <li>Chinese, Chinese Scottish or Chinese British</li> <li>Any other Asian background</li> </ul> | <b>Any other Mixed/Multiple ethnic background</b> <ul style="list-style-type: none"> <li>Asian/Asian British</li> <li>Indian</li> <li>Pakistani</li> <li>Bangladeshi</li> <li>Chinese</li> <li>Any other Asian background</li> </ul> |
| <b>Black/ African/Caribbean/ Black British</b> <ul style="list-style-type: none"> <li>African</li> <li>Caribbean</li> <li>Any other Black/African/ Caribbean background</li> </ul>  | <b>African</b> <ul style="list-style-type: none"> <li>African, African Scottish or African British</li> <li>Any other African</li> <li>Caribbean or Black</li> <li>Caribbean, Caribbean Scottish or Caribbean British</li> <li>Black, Black Scottish or Black British</li> <li>Any other Caribbean or Black</li> </ul>  | <b>Black/ African/ Caribbean/ Black British</b> <ul style="list-style-type: none"> <li>African</li> <li>Caribbean</li> <li>Any other Black/African/ Caribbean background</li> </ul>  |
| <b>Other ethnic group</b> <ul style="list-style-type: none"> <li>Arab</li> <li>Any other ethnic group</li> </ul>  | <b>Other ethnic group</b> <ul style="list-style-type: none"> <li>Arab, Arab Scottish or Arab British</li> <li>Any other ethnic group</li> </ul>   | <b>Other ethnic group</b> <ul style="list-style-type: none"> <li>Arab</li> <li>Any other ethnic group</li> </ul>   |

SOURCE FOR TABLE: ONS: Ethnic Group, national identity and religion

<sup>17</sup> ONS, Language and Spelling – Race and Ethnicity, <https://style.ons.gov.uk/house-style/race-and-ethnicity/>