



REPORT TO EXECUTIVE

PORTFOLIO AREA: LEARNING AND DEVELOPMENT

Date of Meeting: 21 April 2008

Public

Key Decision: Yes

Recorded in Forward Plan: Yes

Inside Policy Framework Yes

Title: RACE EQUALITY SCHEME

Report of: Head of Policy & Performance Services

Report reference: PPP41/08

Summary:

The report provides the Executive with the final draft Race Equality Scheme (2008) and action plan. The Council is required to publish a Race Equality Scheme under the Race Relations Act 1976, Race Relations (Amendment) Act 2000 to show how it will meet its specific duties and the general duty to promote race equality.

Recommendations:

The Executive is requested to:

- Approve the final draft Race Equality Scheme 2008 (Appendix 1) and action plan (Appendix 2).
- Recommend adoption of the Race Equality Scheme to Full Council on 29 April 2008.

Contact Officer: Rebecca Tibbs

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Note: in compliance with section 100d of the Local Government (Access to Information) Act 1985 the report has been prepared in part from the following papers: None

1. BACKGROUND INFORMATION AND OPTIONS

What is the Race Equality Scheme?

The Race Equality Scheme summarises the Council's overall approach to racial equality and how it plans to meet both its general and specific race equality duties. The Council's previous Race Equality Scheme was produced in 2004 and has to be reviewed every three years.

General and specific duties

The Race Relations Act 1976, Race Relations (Amendment) Act 2000 places a **general duty** on the authority to promote race equality and:

- eliminate unlawful racial discrimination;
- promote equality of opportunity; and
- promote good relations between people of different racial groups.

The Act also places **specific duties** on the authority including the publication of a Race Equality Scheme. The scheme should state the functions and policies, or proposed policies, which the authority has assessed as relevant to its performance of the general duty. It should also include the Council's arrangements for:

- assessing and consulting on the impact of its proposed policies on the promotion of race equality (through the equality impact assessment process);
- monitoring its policies for any adverse impact on the promotion of race equality;
- publishing the results of such assessments and consultation;
- ensuring public access to the Council's information and services; and
- training staff on the general duty.

There is a specific duty on employment that the Council should monitor and publish, by racial group, applicants for employment, the numbers of staff in post, training, promotion, those who benefit or suffer detriment from performance assessment, grievances and disciplinaries and employees who leave the Council.

Process of developing the Race Equality Scheme (Appendix 1)

A cross Council workgroup was set up to lead the review, identify issues and advise on consultation. To review the impact of the previous Race Equality Scheme (2004) an Equality Impact Assessment was undertaken. The Impact Assessment included reviewing national guidance and statistics, local evidence and best practice from other local authorities. Consultation on race issues was carried out with staff, councillors, community groups and partner organisations to feed into the Assessment. The outcomes from the Assessment have formed the basis of the revised Race Equality Scheme (2008) and action plan.

The scheme forms part of the Council's overall approach to equality, in particular the Disability and Gender Equality Schemes, Corporate Equality Policy and Action Plan. It has been developed on the principles that the Race Equality Scheme

should lead to improvements in how the Council acts as an employer and how it improves services for its local communities. It covers the legislation that the Council has to comply to and includes examples of work already being undertaken by the authority to promote race equality. The Race Equality Scheme action plan is attached as Appendix 2, further detail will be added once the suggested actions have been agreed. The actions will be incorporated into the Corporate Equality Action Plan to ensure equality work is integrated.

The scheme is a strategic document that sets out the Council's overall approach to race equality and will be reviewed every 3 years. The Corporate Equality Action Plan details how the scheme will be implemented and can be amended and enhanced as actions are completed to reflect changing needs.

The scheme includes reference to how the Council is continuing to challenge its policies and service provision by considering the different needs of racial groups through the Equality Impact Assessment process. The review has also enabled the Council to identify progress in implementing the previous scheme and drive forward the achievement of higher levels of the Equality Standard for Local Government¹.

Specific groups were targeted for consultation on the draft scheme and action plan; further details are given under section 2 below. Their comments have been incorporated into the final scheme and action plan. The Council has accessed support and advice from the Improvement and Development Agency's (IDeA) Migrant Worker's Excellence Programme. The draft Race Equality Scheme was reviewed by an IDeA Peer as part of this support. Amendments have been made to ensure it fully complies with legislation and maximises the effectiveness of the scheme.

A Community Overview and Scrutiny Committee Task and Finish Group is undertaking a review of Migrant Workers in Carlisle. This is due to complete in April 2008 and the outcomes of this review should inform the action plan where appropriate.

Future stages in the implementation of the Race Equality Scheme

It is proposed that the Race Equality Scheme be submitted to Council for approval on 29 April 2008.

Following the approval of the scheme, it will be published on the Council's website and a small number will be made available in hard copy. It is proposed that the authority will have different versions of the Race Equality Scheme, depending on the audience:

- A full Race Equality Scheme, which complies with legislation. (Appendix 1).
- A shorter, summarised version of the Race Equality Scheme.
- An A4 or A5 leaflet summary of the Race Equality Scheme.

¹ The Equality Standard for Local Government was established in 2001 to mainstream equality of service delivery and employment in local authorities.

Implementation of the actions will be overseen by the Council's Corporate Equality Group as part of their role in delivering the Corporate Equality Action Plan. Community Overview and Scrutiny has requested a 6 monthly report on the progress of the delivering the scheme and action plan.

2. CONSULTATION

2.1 Consultation to date:

- Staff
- Members
- Race Equality Scheme Working Group
- Corporate Equality Group
- Cumbria Equality and Diversity Partnership
- Carlisle Equality and Diversity Partnership
- Parish Council Association
- Community Overview and Scrutiny Committee
- All groups/organisations involved with previous consultation on the scheme

3. RECOMMENDATIONS

The Executive is requested to:

- Approve the final draft Race Equality Scheme 2008 (Appendix 1) and action plan (Appendix 2).
- Recommend adoption of the Race Equality Scheme to Full Council on 29 April 2008.

4. REASONS FOR RECOMMENDATIONS

To ensure the Council has due regard to the needs of employees and all members of its local communities when planning and delivering services.

To meet its statutory requirements of the Race Equality Duty.

5. IMPLICATIONS

- Staffing & resources: Implementation of the actions will be overseen by the Council's Corporate Equality Group as part of their role in delivering the Corporate Equality Action Plan.
- Financial: The equality budget will fund the printing costs of the scheme and action plan. Longer term, there may be other financial implications depending on how the action plan develops.
- Legal: The Council is required to publish a Race Equality Scheme under the Race Relations Act 1976 (Statutory Duties) Order 2001 to show how it will meet its specific duties and the general duty to promote race equality under the Race Relations Act 1976, Race Relations (Amendment) Act 2000.

- Corporate: The Race Equality Scheme and action plan forms part of the Council's corporate policy framework and is fundamental to achieving the higher levels of the Equality Standard for Local Government as set out in the Corporate Improvement Plan.
- Risk Management: The general duty is enforceable by judicial review. Any person or body affected by a failure to comply with the general duty by a public authority may take action through judicial review proceeding. The specific duties are enforceable under section 71D of the amended Race Relations Act. Failure to comply exposes the Council to financial and reputational risk.
- Equality and disability issues: The scheme and action plan will enable the Council to meet the statutory requirements of the Race Equality duties.
- Environmental: The Race Equality Scheme and action plan will be published on the Council's website and a small number will be made available in hard copy.
- Crime & disorder: The scheme will help to raise awareness of race issues. It may subsequently contribute to reducing the numbers of hate crimes and promote race equality within the community.
- Impact on Customers: The scheme will help the Council develop its services with the community and improve customer satisfaction by tailoring services to meet these needs. This should enable the Council to achieve better quality services and target resources more effectively. A number of indicators in the Place Survey (Autumn 2008), part of the Government's new Performance Framework, will measure how well people get on together and if people feel they belong to their neighbourhood.

Appendix 2 - Carlisle City Council Race Equality Actions – April 2008

These actions have been developed from the Race Equality Impact Assessment and the revised Race Equality Scheme (2008). These targets will be integrated into the Corporate Equality Action Plan to ensure that all equality actions are integrated. The action plan is a living document that will be updated regularly and monitored by the Council's Corporate Equality Group.

Equality objective / target – What?	Who, when, how? To be integrated within service planning
<p>All findings from the Race Equality Scheme Impact Assessment to be fed to relevant directorates for Equality Impact Assessments and service planning. This will help the Council to consider the needs of different ethnic groups, including issues of access, appropriateness, language, bureaucracy, outreach and involvement. This will include specific consideration of suggestions such as:</p> <ul style="list-style-type: none"> • Reviewing the Cemeteries service and how it can provide for the needs of ethnic groups. • The development of a multi-cultural centre for Carlisle, where a wide range of services from the Council and partners can be provided in one place. • Reviewing Community Centres to ensure that the Council has standard hiring policies and booking procedures. This should also include consideration of how the centres provide for the needs of ethnic groups. 	<p>Policy & Performance to disseminate to relevant service areas, June 2008</p> <p>Equality impact assessments of community centres' policies and procedures, completed March 2008</p>
Equality objective / target – What?	Who, when, how?
<p>Review member codes of conduct and employee policies to ensure they are aligned with equality and diversity. Consider requiring members and staff to sign up to an equality and diversity code of conduct as part of the induction process.</p>	
Equality objective / target – What?	Who, when, how?
<p>Review the suggestions regarding member training:</p> <ul style="list-style-type: none"> • Link the Race Equality Scheme into the member development programme • Review the times that training is held • Equalities training to be put into the context of the members group meetings • Develop monitoring of the members e-learning module 	<p>Personnel - Report to Member Development Group</p>

Equality objective / target – What?	Who, when, how?
Set up central database of translation facilities and equalities training providers. Consider linking this into the County Council's translations facility.	Policy & Performance, October 2008

Equality objective / target – What?	Who, when, how?
Review how equalities information is available to staff and members to ensure they have access to information and advice by a variety of means. This should include information provided by: <ul style="list-style-type: none"> • Induction • Equality and diversity training/staff workshops • Intranet • Internet • Guidance documents 	Policy & Performance/ Communications, December 2008

Equality objective / target – What?	Who, when, how?
Revise systems for monitoring and publishing employment information to ensure it complies with the race equality duties regarding employment.	

Equality objective / target – What?	Who, when, how?
Review staff and recruitment information to consider the use of positive action to target recruitment at ethnic minority groups.	

Equality objective / target – What?	Who, when, how?
Review performance information and Best Value Performance Indicators to determine what equality information will be monitored as local performance indicators from April 2008.	Policy & Performance, April 2008

Equality objective / target – What?	Who, when, how?
Revise current data collection mechanisms on race and ethnicity to collate more accurate data, working in partnership to develop this. Consider using: <ul style="list-style-type: none"> • Electoral roll data • Council tax forms • GP registration data • Workers Registration Scheme data 	

Equality objective / target – What?	Who, when, how?
Investigate the possibility of developing a scheme to enable staff to train as interpreters or to assist other staff or service users with access needs or language barriers.	

Equality objective / target – What?	Who, when, how?
Investigate the possibility of developing cultural workshops for staff to raise awareness and complement current equality and diversity training.	

Equality objective / target – What?	Who, when, how?
Communication of duty, scheme and implementation plan: <ul style="list-style-type: none"> - Management Briefing - Staff Focus - Staff briefing note - Develop and distribute a summary of the Race Equality Scheme to all staff. - Members Briefing - Feedback to consultees 	Policy & Performance and Communications, by June 2008

Equality objective / target – What?	Who, when, how?
Build a requirement into the revised Corporate Consultation Policy that all consultation findings will feed into the impact assessment process.	Policy & Performance, May 2008

Equality objective / target – What?	Who, when, how?
Develop a process to ensure future proposed policies will be assessed for their impact on promoting equality as part of the Council's policy-making process.	Policy & Performance, December 2008

Carlisle City Council

Race Equality Scheme

Revised April 2008

English

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Foreword

The Council considers that race equality in Carlisle will benefit the community as a whole and support significant progress towards its vision to ensure a high quality of life for all in both its urban and rural communities. We are determined to promote equality of opportunity, tackle discrimination and social exclusion, and widen access to services and jobs.

To tackle discrimination and promote racial equality the Council will:

- Implement the Race Equality Scheme and continually improve service delivery and employment practices to eliminate racial discrimination and promote equality of opportunity.
- Develop consultation and involvement with community groups to ensure they can participate in the development, implementation and review of the Race Equality Scheme and Council services.
- Provide community leadership to promote good relations between people from different backgrounds.
- Work closely with partners dealing with race equality issues to ensure efficiency and co-ordination of activities.
- Implement our procurement and partnership policies and practices to ensure that partners and contractors adhere to the Council's approach to equality and diversity.

Councillor Mike Mitchelson
Leader of Carlisle City Council

Maggie Mooney
Chief Executive and Town Clerk

Introduction

The Race Relations Act 1976, Race Relations (Amendment) Act 2000 places general and specific duties on the Council to promote race equality. As part of its legal duty, the Council is required to publish a Race Equality Scheme, which provides information on how we are implementing race equality in our services and employment.

The Council recognises the importance of this scheme as the comparatively small size of Carlisle's Black and Minority Ethnic population means that it has a particular responsibility to promote race equality and dissuade people of the notion that there is no racism within Carlisle.

Carlisle's population is changing and the Council faces many challenges and opportunities. From the work undertaken to review the previous Race Equality Scheme, race equality issues facing the Council include:

- Collating accurate information about race issues
- Tackling right-wing extremism
- Raising awareness of race issues and educating people
- Promoting racial equality

This scheme sets out the Council's general and specific duties to promote race equality. It also identifies what arrangements are in place to meet these duties and help the Council address race equality issues.

Definition of a racial group

For the purposes of this scheme, a racial group is defined as:

A group of people defined by their race, colour, nationality (including citizenship), ethnic or national origins.

This definition is taken from the *Code of Practice on the duty to promote Race Equality, 2002*. The Council includes consideration of religion and belief within this scheme and the action plan, as these are intrinsically linked to ethnicity and race.

How the scheme was developed

An Equality Impact Assessment of the Council's previous Race Equality Scheme (2004) was undertaken to review the progress of the scheme and objectives. Evidence was gathered from a wide range of sources, including Council staff, councillors, community groups and partner organisations, on how the Council could promote race equality.

The findings of the Assessment form the basis of this scheme. The Race Equality Scheme Equality Impact Assessment is available on the Council's website or from the Policy and Performance Team.

Council vision and values

Carlisle City Council is committed to ensuring a high quality of life for all in both its urban and rural communities:

This commitment is reflected in three of the Council's seven core values¹:

- Put the needs of all our residents first.
- Develop our own staff so we become an “employer of choice”, delivering quality services that you expect.
- Recognise the increasing diversity of the area and will ensure that services are provided to all without discrimination.

In practice this means that the Council will ensure that the varied needs and circumstances of residents and employees are met and that its services are provided to all without discrimination. The Council recognises the increasing diversity of the area and is committed to ensuring that all groups within the community are able to participate in the design and delivery of our services.

The Council embraces its role in promoting good community relations and recognises the need to:

- Identify a common sense of vision and belonging for all of Carlisle's communities.
- Value and appreciate the diversity of people's backgrounds and circumstances.
- Ensure that everyone living, working, studying and visiting Carlisle have similar access to services and opportunities.
- Develop strong and positive relationships between people from different backgrounds and experience.

The scheme forms part of the Council's overall approach to equality, in particular the Disability and Gender Equality Schemes, Corporate Equality Policy and Action Plan, and the developing Cohesion Strategy for Cumbria. The Council works in partnership with a wide range of organisations and groups through key bodies such as the Carlisle Partnership (the local strategic partnership), Carlisle Equality and Diversity Partnership and Cumbria Equality and Diversity Partnership to co-ordinate and enhance equalities work.

Commitment to the Equality Standard

The Council is working towards embedding these commitments into all of its policies, procedures, practices and external relationships. We have adopted the *Equality Standard for Local Government*² as a mechanism for improving our approach to equalities. The standard helps to ensure that considerations of equality are built into all the Council's decision-making as an employer, service provider and community leader.

¹ Corporate Improvement Plan, Carlisle City Council 2007-10

² Improvement & Development Agency (IDeA), Revised 2007

Figures

The 2001 Census shows Carlisle's population as 97.8% White British and 2.2% Ethnic Minorities. This data is likely to be inaccurate now as Carlisle's population has become increasingly diverse. Key factors in this change include a growth in the number of migrant workers following the accession of the Eastern European countries in 2004 and an increasing student population with the development of the University of Cumbria.

The Government's *Equalities Review, 2007* reports that the ethnic minority population of Britain is forecast to grow from 9% to about 11% percent by the end of the next decade. It is important that the Council works with its partners to identify how the community changes and ensure that services are developed in response to local need.

A wide range of evidence was reviewed in the Equality Impact Assessment. It indicates some of the barriers to reducing inequality which the Council must work to address:

Cumbria Attitudes Survey 2007

- 56% of people said that racial prejudice in Cumbria is about the same as it was 5 years ago, 23% said it is more now and 10% said it is less now.
- The minority group that Cumbrians feel least positive towards are Gypsy and Travellers (39%) followed by refugees/asylum seekers (30%), Muslims (28%), obese people (20%), gays and lesbians (14%) and East European migrant workers (13%).

Multi-agency Consultation/ Cultural Audit with Black Minority Ethnic Community in Cumbria – June 2005

- Language and cross-cultural issues were the biggest barriers – for 60% of respondents English was not their first language.
- 90% of respondents had experienced bad mouthing. Other experiences of racism included avoidance, discrimination, physical attack and institutional racism.

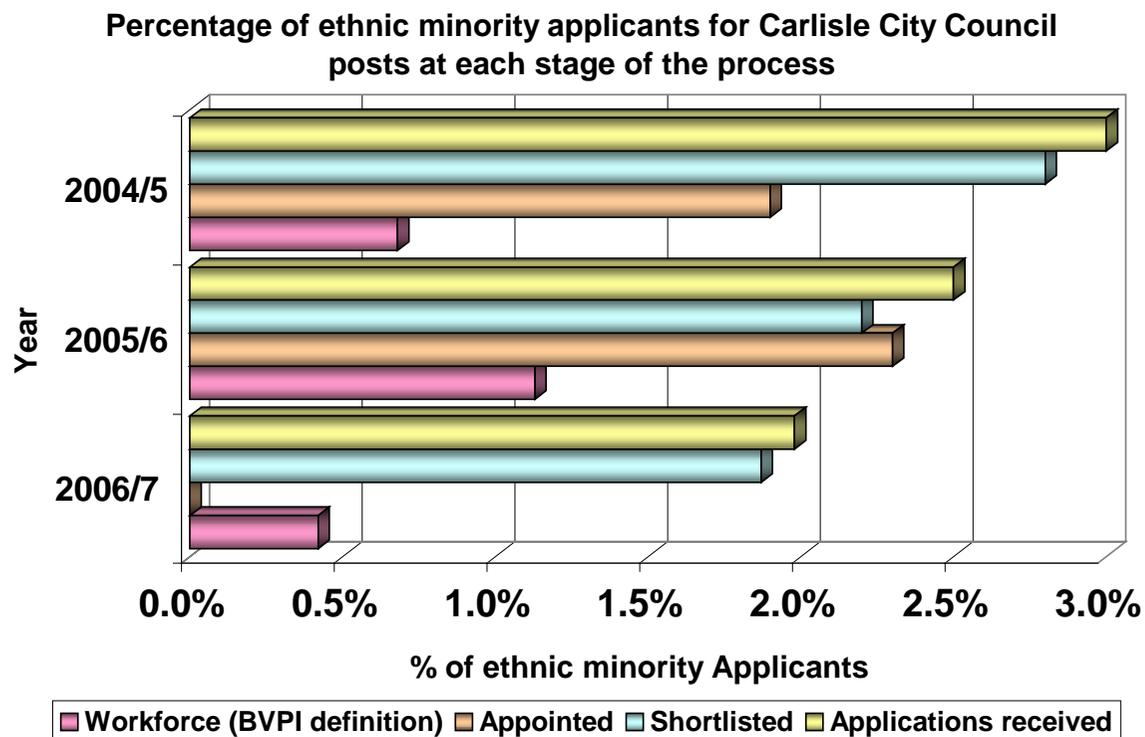
Carlisle City Council, Employee Opinion Survey 2006

- 95% of staff do not think the Council's policies, procedures, practices or culture prevents equal access for employees on the basis of race or religion.
- 59% of staff think the Council is good at encouraging diversity and equal opportunities and 49% of staff are aware of the Council's duties regarding equality and diversity issues.

The table below shows that in 2006/7, the Council had 3 ethnic minority employees and no ethnic minority staff were within the top 5% of earners.

PI No	Brief Description of Indicator	Direction of Travel	05/06 Actual	06/07 Actual	06/07 Target	06/07 Trend	06/07 On Target?	07/08 Target	08/09 Target	09/10 Target	Quartile Position 2005/6 data
BV 11b	% of top 5% of earners from ethnic communities	More is Better	0.00%	0.00%	2.70%	Stayed the same	off	2.63%	2.63%	2.63%	3rd
Comment	No change in staff declaring ethnicity in top 5% of earners. Targets have been reviewed in the light of performance with this BVPI and with BV17a. They have been revised on the basis of one ethnic employee breaking through to the top 5%										
BV 17a	Staff from ethnic minorities	More is Better	1.12%	0.42%	1.00%	Deteriorating	off	0.70%	0.99%	1.28%	Worst
Comment	Actual number of staff has decreased from 7 to 3. This is due end of temporary contracts and career progression. In addition the number of declarations has increased by 84 which has a considerable effect on the overall %.										

This graph shows that both applications and appointments of ethnic minority applicants is decreasing.



What the Council has achieved to promote race equality

The Council has made good progress in implementing the previous Race Equality Scheme (2004). We know that there is still much more to do to reduce inequality and our action plan sets out how we can tackle this. A full assessment of what the Council has done to promote race equality is given in the Race Equality Scheme Impact Assessment. Examples of our achievements are:

- Equality and Diversity Training continues to be rolled out to all employees. The Council's induction programme is being revised to include equality and diversity training for all new staff. Training is also provided to all employees undertaking Equality Impact Assessments.
- The Council has a Corporate Equality Group which co-ordinates equality work across the council and drives the Corporate Equality Action Plan. The group's membership is drawn from across the Council and includes member champions.
- The Council has worked with other Cumbrian authorities to set up a joint Service Level Agreement with AWAZ, which represents Black Minority Ethnic (BME) people in Cumbria. This agreement enables us to access support around Equality Impact Assessments, corporate inspection, corporate policy development on equalities and develop engagement with ethnic minorities.
- An assessment of Gypsy and Traveller accommodation needs is being conducted with other Cumbria authorities to identify the preliminary pitch requirements for Gypsies and Travellers.
- The Council supports and promotes a wide range of community events including the Festival of Nations, cultural workshops in schools and the Cultural Bazaar.
- Tullie House offers a range of events and workshops that promote diversity and offer the community experiences of different cultures. Events have included the South India Experience, Eid Festival Experience and Islamic Art Workshops.
- The Council's Community Support Unit plays an important role in promoting race equality and developing participation and involvement of community groups. The Unit led the development of the Carlisle Equality & Diversity Partnership from October 2006. This has made positive links with different communities in Carlisle and provides a focus for practitioners. Examples of work supported include welcome events for migrant workers and the development of a welcome pack for migrant workers.
- The Council works through the Carlisle and Eden Crime and Disorder Partnership to tackle race hate crime and incidents in Carlisle. Action

includes the development of increased reporting of incidents through third party reporting centres and targeted support to vulnerable locations within the community. The Council's Equality Policy outlines the commitment to addressing harassment of its employees and service users, and describes how to report complaints, racist incidents and hate crime.

- Customer Service Advisors in the Council's Contact Centre have access to the Language Line translation service. The languages offered for translations of Council publications have changed to reflect Carlisle's population more accurately - Bengali, Lithuanian, Polish, Portuguese, Turkish and Cantonese.
- As a Learning City, and acknowledging the changing demographics of Carlisle, the Council is committed to looking at how it can support the development of English for Speakers of Other Languages (ESOL) provision.

What the Council will do to promote race equality

This scheme provides details on how the Council is implementing race equality in our services and employment. The Council's detailed actions to promote race equality are available separately from this scheme in the Corporate Equality Action Plan. The race equality actions have been incorporated into the Corporate Equality Action Plan to ensure all the Council's equality work is integrated. The action plan is a living document that will be updated regularly and monitored by the Council's Corporate Equality Group. The Corporate Equality Action Plan is available on the Council's website or from the Policy and Performance Team.

The Council has general and specific duties to promote race equality, which are outlined below. Full details of the authority's arrangements to meet these duties are given on pages 9 to 20.

General race equality duty

The Race Relations Act 1976, Race Relations (Amendment) Act 2000 places a general duty on the authority to promote race equality and:

- eliminate unlawful racial discrimination;
- promote equality of opportunity; and
- promote good relations between people of different racial groups.

Specific race equality duties

The Race Relations Act also places specific duties on the authority including the publication of a Race Equality Scheme. The Council will:

- Assess its functions and policies for relevance to the general duty.
- Monitor its policies and services for any adverse impact on the promotion of race equality.
- Assess and consult on the impact of its proposed policies on the promotion of race equality.
- Publish the results of monitoring, assessments and consultation.
- Ensure the public has access to the Council's information and services.
- Ensure that all staff and councillors are trained on the race equality duties.
- Monitor employment information.
- Apply the duty to promote race equality to private or voluntary organisations carrying out a Council function.
- Apply the duty to promote race equality and any specific duties to partnerships.

Assess its functions and policies for relevance to the general duty

By the 31st May 2002, public authorities must list in their race equality scheme the functions and policies (including their proposed policies) that are relevant to the general duty to promote race equality. They should review this list at least every three years.

This duty enables the Council to identify key functions and policies that impact on race equality.

The previous Race Equality Scheme (2004) listed functions that could have a major impact on race equality and stated that they would be subject to assessment early in the Equality Impact Assessment process. In 2007, the Council undertook a full assessment as to whether and how race equality is relevant to the Council's functions and policies.

Each Council directorate was asked to complete a form to record information about their functions and supporting policies:

- Who the service/function was provided for.
- Whether there was evidence to suggest that some groups might be treated less favourably.
- If the service/function had high, medium or low relevance to the statutory general race duty.

The form took account of all racial groups including Asylum Seekers and Gypsies and Travellers. It was also extended to cover all six strands of equality to ensure that each function was assessed for relevance to these. This assessment was used to compile a three year timetable for Equality Impact Assessment (Appendix 1). Services with high relevance to the general duty were impact assessed in 2007/8, medium rated services will be assessed in 2008/9, and low relevance services will be assessed in 2009/10. Functions and policies are assessed to ensure they do not discriminate on the grounds of race, religion, age, gender, sexual orientation or disability.

The Equality Impact Assessment timetable will be reviewed every three years, and is scheduled to be reviewed in 2010. This will include assessing policies and functions against relevance to the general race duty and the other strands of equality. The Council aims to learn from its first year of Equality Impact Assessments and develop the process to assist the Council in conducting the assessments.

Monitor its policies and services for any adverse impact on the promotion of race equality.

By the 31st May 2002, public authorities must set out in their race equality scheme their arrangements for monitoring their policies for any adverse impact on race equality.

By monitoring its policies and services, the Council can identify any adverse impact on race equality and assess what changes can be made to reduce this impact.

Policies and functions relevant to race equality are monitored through Equality Impact Assessment. The impact assessment involves a detailed screening process to determine who delivers the policy and who is affected by it. It then goes on to identify equality issues by examining data that relates to that function. This can include previous inspections of the policy or service, customer feedback, performance information, surveys and consultation results.

If monitoring data shows that a policy or function is having an adverse impact on race equality, the impact assessment reviews if it is feasible to adapt or change the policy, in consultation with relevant groups and partners. Any proposed changes are considered in proportion to the significance of the issue and the implications of the changes on service delivery or policy. This process leads to the development of equality objectives for that policy or function to address equality issues. The equality objectives are monitored by the service area to check how the targets are progressing.

A policy or function will be re-assessed at least every three years for its relevance to race equality. If the policy continues to have an impact on race equality, an Equality Impact Assessment will be undertaken. This will monitor and analyse the effects of the policies on different racial groups and other equality groups.

Performance Information

The Council has four key performance indicators that relate to race equality:

- BV 11b - % of top 5% of earners from ethnic communities
- BV 17a - Staff from ethnic minorities
- BV 174 - Racial incidents recorded by the authority per 100,000 population
- BV 175 - % of those racial incidents resulting in further action

This information is monitored by the Council to identify areas for action and the performance indicators are reported in the annual Best Value Performance Plan. The Council also records equality information about specific functions such as employment, complaints and customer services

that is used by service areas to monitor adverse impact on the promotion of race equality.

The Government has introduced a new set of national indicators that will be reported from April 2008. The national indicators will replace all other existing sets of indicators, including the Best Value Performance Indicators (BVPIs) described above. Cumbria as a whole will sign up to 35 of these targets through the new Local Area Agreement (LAA).

Some of the new indicators have a direct bearing on Equality and Diversity, however, the Council will no longer be required to record and report the existing BVPIs. The authority has the option of retaining the BVPIs as local indicators and will determine if it will keep recording this data to assist in race equality monitoring.

Assess and consult on the impact of its proposed policies on the promotion of race equality.

By the 31st May 2002, public authorities must set out in their race equality scheme their arrangements for assessing and consulting on the likely impact of their proposed policies on race equality.

This duty ensures that the Council assesses any new or proposed policies as they are developing to help embed race equality in the authority's services and functions. The Equality Impact Assessment process includes consultation with relevant groups to develop their participation and involvement in the development of services.

Proposed policies were included in the Equality Impact Assessment timetable (Appendix 1) when it was developed in 2007. The Council will develop arrangements that will enable any future proposed policies to be assessed for their impact on promoting race equality as part of the Council's policy-making process. Any new policy that is relevant to the general duty will undergo an Equality Impact Assessment. This will assist in embedding equalities across the Council. The policy can then be added to the Equality Impact Assessment timetable so that it will be assessed on the three year cycle.

Consultation

The Council undertakes consultation on race equality issues and the impact of proposed or existing policies on race equality through a number of mechanisms. The results from consultation feed into Equality Impact Assessments, so evidence of adverse impact can be used to inform policy development.

The Council's Corporate Consultation Policy provides guidance on undertaking consultation and consulting with hard to reach groups. This strategy is currently being reviewed and a requirement that all consultation findings will feed into the impact assessment process will be built into the revised strategy.

The Council conducts its own consultation (Citizen's Panel, Best Value User Satisfaction Survey) and also accesses information from other local consultation (Quality of Life Survey 2006, Multi-agency Consultation/ Cultural Audit with BME Community in Cumbria – June 2005, Cumbrian Attitudes Survey 2007). The focus of consultation varies, depending upon the issue under consideration.

From Autumn 2008, the Best Value User Satisfaction Survey will be replaced by the Place Survey, a bi-annual survey that primarily relates to 20 perception indicators from the National Indicator set. The Council has worked with other Cumbrian authorities to set up a joint Service Level Agreement with AWAZ,

which represents Black Minority Ethnic (BME) people in Cumbria. This agreement enables the Council to access support around Equality Impact Assessments, corporate inspection, corporate policy development on equalities and develop engagement with ethnic minorities.

Individual service areas conduct consultation relevant to that function which can inform impact assessment. The Council has developed effective partnership working and established good relationships with community groups in Carlisle. It is important that this work continues to develop and communities take a stronger role in the design and delivery of services.

Publish the results of monitoring, assessments and consultation

By the 31st May 2002, public authorities must set out in their race equality scheme their arrangements for publishing the results of any assessments, consultations and monitoring they carry out.

The Council will continue to develop service monitoring to demonstrate how consultation and participation with the community has improved race equality. This includes publishing the results of assessments and consultations.

Information is made available in different formats for different target audiences. Much information is published on the Council's website, or contained within key Council publications. Performance information is published on an annual basis and the new Place Survey will be published bi-annually.

The Council's draft Consultation Strategy 2008 is built around and shaped by consultation best practice. In particular the strategy states that all consultation should adhere to the Principles of Good Quality Public Consultation (initially designed by Bristol City Council and now acknowledged and championed by the Audit Commission and DCLG as best practice).

These principles commit the Council's consultation activity to being:

- Principle One - Consultation should be appropriate and add value
Before any new consultation begins, a thorough search will be made to find out whether relevant questions have already been asked of the public. We will avoid unnecessary repetition and duplication.
- Principle Two - Purpose should be clear – the decision principle
Any consultation will contain a clear statement describing why it is being carried out and how the results will be used. It will be clear to consultees what can be changed by responding to the consultation – and what cannot.
- Principle Three - Consultation should be inclusive
Consultation should aim to seek a representative cross-section of views. It is widely documented that some sections of the community are harder to engage in consultation than others. Therefore, appropriate action should be taken to ensure that the views of these individuals and groups are not excluded or overlooked.
- Principle Four - Consultation should be well planned and timely
Major consultations will be identified in advance through the Council's business planning process. Consultees will be given adequate time to prepare their response.
- Principle Five - Methods should be appropriate and well managed
The Council will use a wide range of public consultation methods. They will be used appropriately, reflecting the strengths and weaknesses of each method and will be managed with a clear understanding of the particular skills, knowledge and resources that consultation requires.

- Principle Six - Results should be acknowledged and fully considered
The full range of views expressed during consultation will be acknowledged and attention drawn to areas of agreement and disagreement. The results of public consultation will be weighed carefully together with other evidence and considerations before decisions are made.
- Principle Seven - Accessible feedback should be given
Accessible feedback will be provided both on the results of consultation and on how they have been used, in order to encourage greater public participation in the future.
- Principle Eight - Effectiveness should be evaluated
The effectiveness of major public consultation will be evaluated and the results shared to encourage broader lessons to be learned.

Completed Equality Impact Assessments and the Equality Impact Assessment timetable are available on the Council website. The Council will monitor and review the impact assessments to identify cross cutting themes and actions. Impact assessments will be reviewed every three years and the findings published on the website. The Council's Annual Equality Report details progress with our Corporate Equality Action Plan, Equality Impact Assessments and the Equality Standard.

Ensure the public has access to the Council's information and services.

By the 31st May 2002, public authorities must set out in their race equality scheme their arrangements for making sure that the public have access to information and services they provide.

This duty ensures that the Council makes its services and information accessible to the public.

The Council has developed and improved communications with customers, however the Council recognises that different ethnic groups have different needs from services in terms of access, times that services are provided, appropriateness, language and location of services. This includes considerations of religious needs, gender issues, languages barriers and employment constraints. Services and community events should reflect local culture and the Council seeks to develop these in partnership with the community. Feedback is very important to keep people engaged and the Council aims to develop a strong consultation and involvement engagement model, as described on pages 12 to 15.

The Council will continue to consider how it can improve public access to services through Equality Impact Assessment. This includes monitoring how effectively information is given to the public and how different racial groups use services.

The Council has developed a Communication and Accessibility Policy that sets out how the Council should present information so that services are accessible for all. It covers publications and correspondence, addressing relevancy to the audience, language issues, readability, use of Plain English and alternative formats (including the standard statement offering a publication in other formats and languages). It also includes information on providing translations and interpreting services.

The Communications Section produce various publications such as Carlisle Focus, Council Tax Summary, A-Z of Council services, all of which are written and designed to be jargon free and presented so they are offered in alternative formats on request. The languages offered have changed to reflect Carlisle's population more accurately - Bengali, Lithuanian, Polish, Portuguese, Turkish and Cantonese.

The Council's Customer Contact Centre acts as a first point contact for the public and Customer Service Advisors have access to the Language Line translation service. To promote inclusiveness and access to technology, a self-service PC with access to the Council's web site is available in the Centre. Customer Services staff receive training to help them deal fairly and equally with members of the public. Feedback from frontline staff on the needs of the public is fed into Equality Impact Assessments to help identify improvements that can be made to services.

Ensure that all staff and councillors are trained on the race equality duties.

By the 31st May 2002, public authorities must set out in their race equality scheme their arrangements for training their staff in connection with the general duty to promote race equality, and any specific duties.

This duty is important because staff and councillors must know their legal responsibilities in relation to race equality, and have the skills, information and understanding to deal fairly and equally with the public, other employees and councillors. Although the duty does not cover councillor training, the Council believes it is important to include councillors in equality training to support their roles as community leaders.

Equality and diversity training had been provided to two thirds of employees by the end of March 2007, and continued to be rolled out to all remaining employees during 2007-08. Training covers the general and specific race duties, and informs staff of where to access help and guidance on equality issues. The Council's induction programme is being revised and will include equality and diversity training for all new employees.

Staff receive specific job related training on equality and diversity (for example customer care, recruitment and selection). Training is provided to all employees undertaking Equality Impact Assessments, with ongoing training and support available from the Policy and Performance Team. Senior Management and Service Heads receive equality and diversity training that focuses on their role.

Councillors receive equality and diversity training as part of the member development programme. Examples of training in the member learning and development programme for 2007/8 were Chinese Cultural Awareness, Gypsy/Traveller Education Session and Diversity – Legal issues. There is also discussion regarding a visit to the local mosque and organising a Polish cultural awareness session. Equality training for members' induction is also being reviewed in conjunction with the review of staff induction.

All feedback from staff and member training courses is evaluated to assist in monitoring the courses and identify improvement that can be made.

Monitor employment information

By the 31st May 2002, public authorities must set out in their race equality scheme their arrangements for monitoring, by racial group, the following:-

- **Staff in post; and applicants for employment, training and promotions.**
- **Where the public authority has 150 or more full time staff, the number of staff from each sub group who:-**
 - (i) receive training;**
 - (ii) benefit, or suffer detriment, as result of performance assessment procedures;**
 - (iii) are involved in grievance procedures**
 - (iv) are subject to disciplinary procedures; and**
 - (v) cease employment.**
- **Publish annually results of the monitoring.**

The Council has to undertake employee monitoring to identify race equality issues and areas for action.

The Council currently monitors staff in post and applicants for employment (detailed figures are provided on page 5). There are systems to record basic employment information, however the Council will develop more detailed monitoring about training, promotions, disciplinaries, performance assessment procedures, grievances, and leavers.

Monitoring information is confidential and recorded by the Personnel Department. The information requested on ethnic origin is in line with the classifications contained in the 2001 Census. This only identifies individuals from Black and other Ethnic groups where they have actually declared themselves as belonging to such a group. Due to the small numbers of ethnic minority staff, the Council needs to consider how meaningful monitoring information is.

The existing information about recruitment and staff numbers will be reviewed to determine what action can be taken to encourage ethnic groups to apply for Council jobs. The authority will also review how it records information, what is recorded and how this is published. It will develop mechanisms for investigating and addressing disparities or discrimination uncovered through monitoring and analysis of the information.

Performance indicators and results of consultations are reported in the annual Best Value Performance Plan. The Council has redesigned the equality web pages to include the results of recruitment monitoring and impact assessments.

The Council's Workforce Development Plan³ supports employees in developing their skills and experience, with a focus on partnership working, customer service, communications, performance management, continuous improvement, relationship skills, and community engagement. In relation to equality and diversity the plan commits to:

- Enable our employees to participate proactively and not passively in our change processes and we will utilise various means in order to listen effectively to what they think and say.
- Improve the use of management information in order to review and enhance our people management. We will consult on what data would prove valuable and endeavour to ensure that the new HR Business System (Trent) can deliver it.
- Plan for, and achieve by 2009, level 3 of the Local Government Equality Standard (having achieved level 1 in 2006).
- Conduct Equality Impact Assessments of our people-related policies and procedures to ensure that they accommodate the needs of all our employees and that no one is disadvantaged.

³ Workforce Development Plan 2006 – 2010 (Published 2007)

Apply the duty to promote race equality to private or voluntary organisations carrying out a Council function

When a public authority has a contract or agreement with a private or voluntary organisation to carry out any of its functions, the duty to promote race equality applies to those functions, and the public authority remains responsible for meeting the general and specific duties that apply to those functions.

The Council has revised its Procurement Strategy, Code of Practice and range of guidance notes for officers to assist in the procurement process. The Code of Practice⁴ contains a number of specific references to both European and National Legislation, several of which refer to the Human Rights Act, 1998, equality and inclusion, and whistle blowing policies, when preparing tender documents. Procurement toolkit guidance notes are available to officers including Gender Guidance, Ethical Procurement, Confidential Reporting, and Equality in Procurement.

The Procurement Unit and Legal Services have produced a standard set of Terms and Conditions for the supply of goods and services by external organisations. This is designed to form a legal contract between the parties and incorporates a section on discrimination.

The Council has produced, and actively operates, a standard Invitation to Tender Template⁵ that covers all such issues and includes a questionnaire to be completed by each relevant organisation that wishes to participate in any of the Council's tendering opportunities. The answers provided form part of the appropriate evaluation procedure. These documents have been operational since March 2007.

Apply the duty to promote race equality and any specific duties to partnerships

Public authorities that are involved in partnership work with other public authorities, or with private or voluntary-sector organisations, are still responsible for meeting their general duty to promote race equality, and any specific duties.

The Council's Partnership Policy⁶ and guidance notes have been updated to take account of equality and diversity considerations. This recommends thorough pre-evaluation of new partnership proposals and provides guidance on establishing and formalising partnerships.

⁴ Carlisle City Council, Procurement Code of Practice, December 2006, updated July 2007

⁵ Carlisle City Council, Invitation to Tender, October 2006

⁶ Partnership Policy, February 2007

Complaints

Members of the public who feel that they have experienced discrimination in the way the Council has treated them may make a complaint through its Corporate Complaints procedure. Employees need to go through our grievance procedure.

Corporate complaints received about Council services are monitored by race and attention is paid to identifying whether any relate to racial discrimination or whether a policy is having an adverse impact on racial equality. It is important that the Council addresses customer concerns and uses this information to develop services.

We take all complaints seriously, but we will not tolerate any form of discriminatory behaviour from a member of the public directed at staff. This is reflected in our unreasonable and unreasonably persistent complaints policy which ensures that our staff and councillors are protected from unacceptable behaviour.

The Members' Code of Conduct and Standards Committee deals with complaints about the conduct of elected members.

Monitoring complaints is also another way of gathering information to see whether we are meeting our equality duties. Complainants are given the option to complete an equal opportunities monitoring form which includes questions on gender, ethnic origin, disability and age.

For further information contact the Council's Customer Contact Centre on (01228) 817000 or visit the website at www.carlisle.gov.uk

Review of the Race Equality Scheme and race equality actions

Monitoring and review of the Race Equality Scheme and race equality actions will be undertaken through the following mechanisms:

Bi-monthly (Corporate Equality Group)

The Council's detailed actions to promote race equality are available separately from this scheme in the Corporate Equality Action Plan. Regular monitoring of progress on the scheme and Corporate Equality Action Plan will be the responsibility of the Council's Corporate Equality Group, chaired by the Deputy Chief Executive.

Six monthly (Community Overview and Scrutiny Committee)

A six monthly report on the progress of the scheme and actions will be provided to Community Overview and Scrutiny Committee.

Annually (Equality and Diversity Report)

On an annual basis, the Council will publish the Equality and Diversity Report outlining:

- The steps that the Council has taken to promote race equality to meet its targets.
- The results of any information gathering.
- What the Council has done with the information.

Mechanisms for reporting progress to the community include the links with the Carlisle Equality and Diversity Partnership, the Service Level Agreement with AWAZ and the Cumbria Equality and Diversity Partnership.

Every three years

The Race Equality Scheme must be reviewed at least every three years – this task will become the responsibility of the Council's Corporate Equality Group. The next review of this Race Equality Scheme will take place in 2011.

Contact details

For further information about the Race Equality Scheme or to request copies of the Corporate Equality Action Plan and Race Equality Scheme Impact Assessment please contact:

E-mail: policy@carlisle.gov.uk
Website: www.carlisle.gov.uk
Telephone: 01228 817165

Address:
Policy and Performance Team
Carlisle City Council
Civic Centre
Carlisle
CA3 8QG

Appendix 1 - Carlisle City Council's Equality Impact Assessment Timetable 2007-10

Year 1 – 2007/2008					
Community Services	Legal and Democratic Services	Development Services	People, Policy and Performance Services	Corporate Services	Carlisle Renaissance
<ul style="list-style-type: none"> • Benefits Advice Centre • Children & Young People • Community Development & Community Centres • Customer Contact Centre • Events • Sport & Recreation • Gypsy and traveller issues • Refuse and recycling 	<ul style="list-style-type: none"> • Electoral Registration • Licensing Services • Committee/ Democratic Services 	<ul style="list-style-type: none"> • Business Support and Development – Programme and Project Development and Enterprise Development • Housing Strategy • Regeneration • Rural Policy 	<ul style="list-style-type: none"> • Equality and Diversity Policies • Community plan • Corporate plan • Shared services policy • Corporate complaints policies and monitoring • Partnership policy • Economic strategy • Learning city strategy • Best practice service planning guidance • Consultation policy and co-ordination • Communication – accessibility, language, translations etc. • Freedom of Information • Crime & disorder reduction strategy • Scrutiny • Maternity Leave + paternity • Annual leave 	<ul style="list-style-type: none"> • Web Development • Procurement • Anti Poverty Strategy 	<ul style="list-style-type: none"> Development Framework and Movement Strategy

Appendix 1 - Carlisle City Council's Equality Impact Assessment Timetable 2007-10

Year 1 – 2007/2008					
Community Services	Legal and Democratic Services	Development Services	People, Policy and Performance Services	Corporate Services	Carlisle Renaissance
			<ul style="list-style-type: none"> • Flexi leave • Gender, race, disability schemes • Age discrimination • Appraisal • Training and Development Policy • Qualification study • Recruitment and appointment • Job description and person specs • Guidance on advertising • Contracts • Equality and Diversity Policies 		

Year 2 – 2008/2009					
Community Services	Legal and Democratic Services	Development Services	People, Policy and Performance Services	Corporate Services	
<ul style="list-style-type: none"> • Arts & Museums • Car Parking • CCTV • Bereavement 	<ul style="list-style-type: none"> • Member Services • Town Twinning 	<ul style="list-style-type: none"> • Access Officer • Building Control • Development Control 	<ul style="list-style-type: none"> • Internal communications policy • Corporate Communications Strategy • Media Relations Policy (will be impact assessed as developed) 	<ul style="list-style-type: none"> • IT Strategy/ Services • Benefit Administration • Benefit Adjudication • Benefits Investigations 	

Appendix 1 - Carlisle City Council's Equality Impact Assessment Timetable 2007-10

Year 2 – 2008/2009				
Community Services	Legal and Democratic Services	Development Services	People, Policy and Performance Services	Corporate Services
<p>Services</p> <ul style="list-style-type: none"> • Environmental Quality • Food Standards • Neighbourhood Forums • Reception & telephoning • Area Teams 	<ul style="list-style-type: none"> • Land Charges 	<ul style="list-style-type: none"> • Energy Efficiency • Improvement grants • Shopmobility • Tourism and City Centre Marketing 	<ul style="list-style-type: none"> • Emergency planning – Carlisle plan • Sickness Absence • Carers leave • Job share • Special leave • Compassionate leave • Consultation and communications framework • Disciplinary procedures • Grievance procedure • Capability procedure • Code of conduct for officers • Dignity and respect • Health and safety policy • Member Learning and Development Framework • Secondment • Probation • E learning • Criminal records • Recruitment and retention framework • Workforce development plan • Redeployment 	<ul style="list-style-type: none"> • Concessionary Fares • Benefits Liaison and Consultation • Internal Audit • Printing

Appendix 1 - Carlisle City Council's Equality Impact Assessment Timetable 2007-10

Year 2 – 2008/2009				
Community Services	Legal and Democratic Services	Development Services	People, Policy and Performance Services	Corporate Services
			<ul style="list-style-type: none"> • Car lease scheme • Long service awards • Overtime • Progression in posts • Grading appeals • Standby and call out • Pension – early release scheme • Redundancy • Sick pay 	
Year 3 – 2009/2010				
Community Services	Legal and Democratic Services	Development Services	People, Policy and Performance Services	Corporate Services
<ul style="list-style-type: none"> • Allotments • Building Cleaning • Building Maintenance • Construction Project Management • ECCP • Green Spaces • Highways 	<ul style="list-style-type: none"> • Legal Services • Mayor Duties and Civic Services • Monitoring Officer functions 	<ul style="list-style-type: none"> • Business Support and Development - business liaison and operation of CEC and BB&TC managed workspace • Conservation • Estate Management 	<ul style="list-style-type: none"> • Data quality policy • Information management policy • Working time issues • Expenses • Salary protection • Car parking – permits • Pay policy • Removal expenses • Team Improvement reviews 	<ul style="list-style-type: none"> • Accountancy • Council Tax, NDR and Sundry Debtors Processing • Development and Support • Recovery Section • Section 151 responsibilities

Appendix 1 - Carlisle City Council's Equality Impact Assessment Timetable 2007-10

<ul style="list-style-type: none"> • Drainages • Public Health Complaints • Waste • Lighting 		<ul style="list-style-type: none"> • External funding • Geographical Information Systems (GIS) • Inward Investment • Property Ownership • Rating • Strategic Asset Management • Valuation and compulsory purchase 	<ul style="list-style-type: none"> • Induction • First aid • VDU users • Violence to staff • Abuse of drugs or alcohol • Confidential counselling • Change management • Changes to establishment • Partnership working • Internet and email (linked to disciplinary procedure and code of conduct) • Confidential reporting • Trade union facilities agreement • Family emergencies • Adoption leave 	
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