



The Commission for Racial Equality was set up by the Race Relations Act 1976. It has three main duties.

- To work towards the elimination of racial discrimination.
- To promote equality of opportunity and good relations between people of different racial groups.
- To keep the Act under review and to make proposals to the Secretary of State for amending it.

The Race Relations (Amendment) Act 2000 introduced far-reaching changes to the 1976 Act.

- It now covers all public functions.
- It gives public authorities a statutory duty to promote race equality.
- It gives the CRE a new power to enforce compliance.

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ANNUAL REPORT OF THE
**COMMISSION FOR
RACIAL EQUALITY
IN WALES**

1 JANUARY 2002

TO 31 DECEMBER 2002

FOREWORD

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2002 was a challenging but exciting year for us in Wales. The Race Relations (Amendment) Act 2000 came into full effect on 31 May 2002 and shaped all aspects of our work. We faced the challenge of making sure all public authorities in Wales knew their new responsibilities under the Act, and that they passed the first milestone successfully, by

meeting the deadline for publishing their race equality schemes (or policies, in the case of educational institutions).

But perhaps our biggest challenge was to persuade institutions in Wales to move beyond rhetoric towards action – to walk the walk as well as talk the talk. Over the past year, we have made exciting progress in motivating and inspiring others to tackle racism more effectively, and

to promote race relations in all their activities.

Underpinned by our corporate aims of promoting and delivering the new public sector duty, connecting with all communities, and building a positive relationship with the private sector, I am confident that our work in Wales will make a long-term difference to the lives of people from ethnic minorities in Wales, and to equality for all its citizens. We shall continue to support our numerous partners in seeking fairness for all, and advise and help complainants seeking redress.

However, ensuring equality remains an uphill struggle. Racial inequality is not new to Wales and has existed in our cities, towns,

and villages for generations. 2002 confronted us with grim evidence of how far we have yet to go, with more and more racist incidents being reported in the media. In June, Mohammed Ashraf died of a heart attack, after witnessing a racist gang of 12 white men attack elderly worshippers of his congregation, as they made their way to the local mosque in Llanelli. In nearby Swansea, the Hebrew Congregation building was defaced with racist signs and slogans, windows were smashed, and scriptures, including a 300 year old scroll, were torn up outside.

We must not give up, because I believe change will come, and much more swiftly now that many public authorities and educational institutions have a robust and comprehensive race equality scheme or race equality policy in place.

We owe the achievements in this annual report to growing public recognition of the importance of racial equality, and the growing number of public and private organisations committed to real change. I would also like to pay tribute to our staff in Wales, who, through difficult times, have worked with dedication and unfailing commitment for an inclusive Wales.



Cherry Short

Cherry Short

Chair, CRE Wales Committee

1 PROMOTING RACIAL EQUALITY

The year was dominated by preparatory and promotional work on the new duty to promote race equality under the Race Relations (Amendment) Act 2000, which came fully into effect on 31 May 2002. A number of public authorities in Wales published their race equality schemes or policies (if they were educational institutions) on or around this date, which also saw the launch of our statutory code of practice on the duty, and other guides.

The first five months of the year were spent responding to numerous enquiries from the public. These ranged from requests for information from voluntary organisations wanting to know if the Act applied to them in their capacity as contractors for a council's services, to more complicated requests for advice on conducting impact assessments; adding ethnic groups to those included in the census and recommended for monitoring; and the implications of the new duty for the Welsh language, particularly in rural areas, where there are large numbers of Welsh speakers.

We organised a variety of events – seminars, workshops, and conferences – to discuss concerns in particular sectors. For example, in February, we held a conference, *Beyond Rhetoric*, for voluntary organisations in Wales, to discuss their role under the amended Act. The conference was organised in partnership with the Black Voluntary Sector Network and the North Wales Race Equality Network. Jane Hutt, Minister for Health and Social Services, and CRE Commissioner Cherry Short, gave keynote speeches. The event was a huge success and gave us the opportunity to widen our contacts. One very positive outcome was the agreement we struck with the National Association of Citizens Advice Bureaux in Wales (NACAB Cymru) to work together to encourage people to report racist incidents.

National Assembly for Wales

In March, we were invited to join the National Black and Ethnic Minority Housing Review

Group, set up to develop, monitor, and review a national ethnic minority housing action plan. The group included representatives from various housing associations, voluntary organisations, and the National Assembly for Wales (NAfW). The action plan was launched by the Welsh Assembly Government in September.

We continued to play an active part in the public sector roundtable meetings, which are chaired by Carwyn Jones AM, Minister for Open Government, as well as attending the Equality of Opportunity Committee.

We responded to a large number of consultation documents during the year, such as 'Performance indicators to support the Wales programme for improvement 2003-2004', where our submission ensured that racial equality performance indicators were set for local authorities.

We welcomed the news that the equality policy unit of the NAfW had been working on an internal equality audit, as the first step towards evaluating progress in taking account of equality in the functions and policies of the Assembly's various divisions. The audit was partly a response to Roger McKenzie's report on institutional racism in the NAfW, *Lifting Every Voice*. The audit included a detailed questionnaire for completion by the heads of divisions. The responses were analysed and each division located within an 'equality maturity profile' to measure progress. We suggested questions for inclusion in the questionnaire and commented on the maturity profile.

CRE Wales has been working with the NAfW to improve and further develop its approach to its race equality scheme, an example being the establishment of an internal race equality scheme project board, chaired by the director for personnel. Members of the board include NAfW directors and senior civil servants. The main element of the board's terms of reference is to take



forward the Assembly's race equality scheme.

In 2002, we set up a CRE Wales public duty team. Its main aims are to collect and share information on the progress authorities in different sectors make on implementing the duty, and to develop a proactive approach to our work on the duty, as part of an overall CRE Wales strategy.

Local government

Our strongest achievements in this sector were achieved by collaborating with strategic agencies within the sector. We worked closely with the new equalities unit, set up by the Welsh Local Government Association (WLGA) to promote the specific duties which the Home Secretary has placed on public authorities to help them to meet the statutory general duty to promote race equality. Together, we were able to analyse the ways in which local authorities could put their race equality schemes (which they had to produce and publish under one of the specific duties) into practice within the context of the Equality Standard for Local Government. The WLGA's workshops – Implementing Race Equality Schemes – six months on! – which we took part in, were a useful forum for more detailed discussions with local authorities.

We also built excellent relations with Syniad, leading to two very successful 'support and information sharing' workshops for local authorities in Cardiff and Mold in February.

As a direct result of these workshops, we were approached by the City and County of Swansea Council to organise a similar event for the Pathways Multi-Agency Forum in Swansea. We developed three distinct programmes: on the general duty, the components of a race equality scheme, and race equality policies for educational institutions. The workshops were welcomed, with delegates saying they felt clearer about the purpose of the duties, and their responsibilities.

As well as these collective approaches,

we responded to requests for meetings with individual local authorities, to advise them about the duties and the specific challenges and issues they might face in producing race equality schemes for their areas. For example, we were approached by Neath Port Talbot County Borough Council to make a presentation to its equalities steering board, which included all the directors of service areas in the authority.

In June, we attended an interesting equalities network meeting with the six local authorities in North Wales (Isle of Anglesey, Gwynedd, Flintshire, Conwy, Wrexham, and Denbighshire), to hear about their experiences of producing schemes.

In 2002, a local government reference group, made up of officers from Cardiff County Council, the NAFW, and the WLGA's equalities unit, was set up, to exchange information about developments in each organisation, focusing on their race equality schemes.

Housing

During 2002, we continued to take part (as observers) in meetings of the steering board of the Black and Ethnic Minority Housing Project), which is funded by the NAFW and sponsored by the All Wales Ethnic Minority Association (AWEMA), Black Association of Women Step Out, Cadwyn Housing Association, Cardiff Community Housing Association, and Taff Housing. The project's main achievement in 2002 was to make recommendations for the NAFW on setting up an ethnic minority-led housing association in Wales.

We also met the assistant director of the Tenant Participation Advisory Service Cymru, to discuss ways of informing its tenants and clients about the amended Act.

Inspectorates

One of our priorities during 2002 was to promote the CRE's framework for inspectorates. The framework was developed to help inspection and regulation agencies to



▲ A new leaflet about people's rights under the amended Race Relations Act was published in Welsh and English.

use their inspections to make sure authorities were meeting the duties under the amended Act fully and effectively.

We urged inspectorates in Wales to incorporate *A Framework for Inspectorates* into their inspection protocols. In October, we addressed an inspection forum on the role of inspectors. We also contributed to Estyn’s (the schools and colleges inspectorate in Wales) training programme for independent inspectors on diversity in the non-maintained nursery sector, as well as in primary and secondary schools in Wales. We had productive meetings with the Audit Commission, to discuss agreements with inspectorates on sharing information about authorities’ compliance with the duties.

We also had meetings with the Social Services Inspectorate, the Care Standards Inspectorate, Estyn, and the Audit Commission, to discuss our proposals for developing a generic memorandum of understanding.

Health

In April, we organised a conference for health-care professionals and members of ethnic minority communities jointly with the Gwent Healthcare Trust and the NHS Equality Unit on the subject of ‘Creating a culturally competent service: exploring race equality in clinical governance’.

In North Wales, we collaborated with North Wales Race Equality Network and various health trusts to run information and support sessions on developing effective race equality schemes in the field of health.

As well as participating in public forums such as those held by the NHS Wales Social Inclusion Group to hear what communities think, we were involved in numerous behind-the-scenes meetings with organisations such as the Specialised Health Services Commission for Wales, the NHS Direct Commissioning Advisory Group, National Community Care and Mental Health Advice Services Forum, the Diabetes UK Steering Group, and the Diabetes UK Ethnic

Minority Project Group. We continued to be represented on the All Wales Ethnic Minority Health Committee.

In May, we helped the Welsh Assembly Government (WAG) to launch and promote the first phase of its eye care initiative – the free eye health examination scheme for people at risk of eye disease. Research shows that some groups, including people from African, Caribbean, Indian, Pakistani, or Bangladeshi backgrounds, are more likely to develop symptoms of cataracts, glaucoma, diabetes, and other eye-related diseases. We made arrangements to translate the literature into other languages, proposed guest speakers for the launch, and put the Welsh Assembly Group in touch with racial equality councils (which we help to fund and work with as partners), and other ethnic minority organisations such as AWEMA. We hope to continue working on this and other initiatives with WAG in 2003.

Education

During 2002, with support from Swansea Bay REC and Councillor Betty Campbell, we gave presentations on race and diversity issues to groups of inspectors from Estyn. We used the occasions to promote our guide for schools on preparing race equality policies, our *Framework for Inspectorates*, and *Learning for All*, our equality standard for schools.

We advised NIACE Dysgu Cymru on how to inform people from ethnic minorities about adult learning opportunities, and contributed to a two-day session with 60 staff from Careers Wales Powys, covering general race issues, ethnic monitoring, and the new duties.

In July, we also ran workshops for 15-16 year olds on equality, identity, racism, and discrimination at the Council for Education



National Assembly for Wales

▲ Pre-emptive eye tests for Welsh people at risk of eye disease. Research shows that some ethnic groups are more susceptible, and we were closely involved in helping the Welsh Assembly Government to launch this initiative. Left to right: Jane Hutt AM, Minister for Health and Social Services, Nigel Walker, former rugby union international and Head of BBC Wales Sport, Andrew Houseley, Head of CRE Midlands.

in World Citizenship’s ‘One World’ conference.

Media

In April 2002, the Race in the Media Awards (RIMA) celebrated its tenth anniversary. The awards have been a catalyst for change in an industry that is beginning to reflect the cultural diversity of modern Britain. We were pleased that the reception we organised in Cardiff in November 2001 appeared to have contributed to doubling the number of entries from Wales.

In April, we were also pleased to support a new Digital Vision film scheme by Sgrîn, the Media Agency for Wales, BBC Wales, and the Welsh Development Agency. Sgrîn commissioned three 5-10 minute fiction or documentary films in digital formats, which were premiered at the International Film Festival of Wales in November. Encouragingly, all three finalists were from ethnic minority

backgrounds, and filmed strong stories reflecting the diversity of modern Wales.

The media office in Wales received a large number of enquiries from journalists about our work on the duty, our views on racist incidents, and our policies for tackling discrimination. In 2002,

we dealt with over 80 race-related enquiries from print, new media, radio, and television journalists.

Criminal justice

Our new equality action officer for the criminal justice sector joined us in late 2001, and the first months of 2002 were spent contacting the principal criminal justice agencies in Wales, evaluating their projects, and promoting the new duties. Our strategy for this sector involves building partnerships

with multi-agency forums, joining strategic sector forums, and working with individual criminal justice agencies on specific areas of concern; for example helping Dyfed-Powys and North Wales crown prosecution services with their race equality action plans.

In 2002, we attended the South Wales Domestic Violence Forum, set up to consider the much-neglected issue of domestic violence in ethnic minority families. The forum brings relevant agencies together to develop strategies to address this culturally sensitive issue. The Association of Chief Police Officers’ recent guide on domestic violence and forced marriages has provided useful insights and will be used in the forum’s work.

We attended meetings of the South Wales CPS’s equality strategy committee, which is chaired by the head of the CPS South Wales, and raised several concerns. The issues included:

- recruitment, retention, and career development of ethnic minority staff in the service, and their under-representation at senior grades; and
- the worrying trend emerging in the recent report from Her Majesty’s crown prosecution service inspectorate of prosecutors habitually dropping the racial aggravation elements of offences to secure guilty pleas – the committee has agreed to remind prosecutors that it is in the public interest to prosecute racially motivated offences, and to give effect to the provisions on racial aggravation in the Crime and Disorder Act 1998.

We met the NAFW’s crime reduction unit, which monitors the progress made by Home Office-funded crime reduction initiatives in Wales, to discuss the possibility of funding crime reduction projects that address the specific concerns of ethnic minority communities, who often live in crime hot spots.

We held talks with all four probation areas in Wales and advised the north Wales area on how to complete the race equality

We supported a new Digital Vision film scheme by Sgrîn, the Media Agency for Wales, BBC Wales, and the Welsh Development Agency. Clockwise from bottom left: Shaffeeq Vellani, Filmmaker and Tutor, International Film School Wales; Cherry Short, CRE commissioner for Wales; Paul Islwyn Thomas, Head of Drama BBC Cymru Wales; and Judith Higginbottom, Head of Production Sgrîn Cymru Wales.



scheme template produced by the National Probation Directorate. We also advised probation areas on race equality training for probation officers and ancillary staff.

We held discussions with the chief probation officer and the human resources manager of the Dyfed-Powys probation area (in partnership with Swansea Bay REC) about the implementation of their race equality scheme. We also laid the basis for future work with key officers in all four police forces. Our criminal justice officer was invited to be an independent observer on the initial recruitment tests for South Wales Police. He also advised the force on its race equality scheme.

Together with the City and County of Swansea, we organised a successful workshop for staff in criminal justice agencies, including the police and prison service, and members of voluntary groups in south Wales. We hope to organise a similar event in north Wales with North Wales Race Equality Network.

We also had discussions with the crime and disorder partnership in Dyfed-Powys (which includes representatives from local authorities, the police, the health service, and community organisations) on how to tackle the problem of hate crime in rural, isolated communities. Dyfed-Powys police assured us that they would make any information they received through AARCH (Act Against Racism and Combat Homophobia) – a project aimed at encouraging people to report incidents – part of their mainstream reporting procedures, and that they would keep full records of the action they took.

We are currently working with the South Wales Magistrates Courts Committee to find more effective ways of attracting job applications from members of ethnic minority communities, for example through joint recruitment fairs with other criminal justice agencies.

Our national criminal justice strategy puts emphasis on working with networks and multi-agency forums to promote the

new duties. In 2002, we reviewed this area of our work in Wales and concluded that it would be more effective to focus our energies on strategically important networks that set broad policy priorities for whole sectors, or with large criminal justice organisations, rather than on networks or forums with a narrow, specialised remit.

The four area criminal justice strategy committees in Wales are responsible for developing strategic, ‘joined-up’ criminal justice policies for their region. Each committee has senior representation from the police force, probation area, CPS, and the courts, and is presided over by a county court judge. During 2002, we forged strong relationships with the committees.

As a result, we made an important contribution to the South Wales Committee’s consideration of the implications for south Wales of the Home Office’s consultation paper, ‘Justice for All’, which proposes radical changes to the ways in which criminal justice agencies work together on areas of common interest. We also supported the recent open days at crown courts in south Wales, introduced to raise awareness among ethnic minority communities of the support services for witnesses and victims of crime.

Working with business

The CRE’s national strategy for work with the private sector has three broad aims:

- to tackle unlawful racial discrimination in employment, the provision of goods and services, and awards of commercial contracts;
- to promote social cohesion; and
- to ensure fair and equal access for all, irrespective of background, to economic participation.

In 2002, the CRE’s work focused on five specific areas:

- access to employment;
- career development opportunities;
- access to start-up capital and other resources for ethnic minority businesses;
- access to commercial and public sector



Confederation of South Wales Law Societies



In November, we contributed to a conference on 'Equal Opportunities and the Law', held by the Confederation of Law Societies. We will be collaborating with the confederation and the other equality commissions on a series of workshops for its members on equality legislation during 2003 and 2004

Left to right: David Ogbonna, CRE corporate lawyer; Gurdip Gill, law student at University of Glamorgan; Sir Adrian Webb, Vice Chancellor of University of Glamorgan; CRE commissioner Cherry Short; and Lord Taylor of Warwick.

contracts for ethnic minority businesses; and

- access to goods and services.

In Wales, we interpreted these priorities within the context of the

NAfW's ambitious national strategy for economic development, 'A Winning Wales'. The strategy's aim is to see:

a major increase in employment, including self-employment, with particular emphasis on communities with low participation rates ... better skilled and committed people ... more new growing businesses ... nurturing other competitive fast-growing businesses ... [leading to] prosperous, confident communities.

We decided that the quickest and most effective way of reaching businesses in Wales would be to work with and through other organisations in both the private and public sectors.

In May, we worked with the Equal Opportunities Commission, the Disability Rights Commission, and the Welsh Development Agency's small and medium-sized enterprise (WDA/SME) equality project, to set up a 'diversity zone' at the *Western Mail's* 'Business in Wales' exhibition. A high profile event, this is the main exhibition for business in Wales and attracts all the main business service agencies. Christopher Ward, chief executive of the Wales Management Council, told us that 'for what you're trying to achieve, you're in exactly the right place'.

Other initiatives during the year are listed below.

- We joined the ethnic minority working group of the Wales New Deal Task Force.
- We gave a presentation to Business Wales on our strategy for working with the private

sector, and succeeded in attracting much support and good will from the leaders of business representative bodies, which will be essential as our work unfolds.

- We agreed a joint programme of action with Wales TUC.
- We are represented on the steering committee of the WDA/SME equality project, which has grown substantially over the last year, and remains the most effective means of promoting awareness of equality issues and good practice to the sector in Wales, both in the short and medium term.
- We worked with the Ethnic Business Support Programme to promote the interests of the ethnic minority business community.
- We formally joined the Cyfenter Development Partnership, a programme funded by EQUAL, and run by the WDA. The partnership's aim is to find new ways of helping entrepreneurs from 'non-traditional backgrounds' to obtain funding and support.
- We made arrangements to work with the Welsh Procurement Initiative, to help ethnic minority businesses in Wales apply more successfully for public sector contracts.
- We are working jointly with Careers Wales, Education and Learning Wales, Wales European Funding Office, the NAfW, the Bank of England Agency in Wales, Wales Social Partners, and Business in the Community.

In November, we helped the Confederation of South Wales Law Societies to organise their conference, 'Equal Opportunities and the Law'. Lord Taylor of Warwick and our commissioner, Cherry Short, gave keynote speeches to representatives of law firms in South Wales on the benefits that equality of opportunity can bring to their practices.

Our strategy for 2003 is to promote racial equality through strategic alliances with public and private sector organisations, and to look to the contacts we have made for support.

2 USING OUR LEGAL POWERS

In 2002, we received a total of 133 applications for assistance (compared with 116 in 2001); 71 concerned employment (up over 100% since the previous year), and 56 non-employment matters (down by around 25% over 2001). Complaints in the field of education rose by 14 per cent during the year. Six applications were outside the scope of the Act. Around half of the formal applications for assistance in Wales in 2002 concerned complaints against public authorities.

As table 2 shows, around two-thirds of the applications were from men. People of Pakistani origin lodged the largest number of complaints (27), followed by applicants from the White (23) and Black Caribbean (15) groups. Of the 23 White applicants, nine (41%) thought they had been discriminated against because of their English or Welsh national origins.

We were not surprised by the sharp increase in applications during the year – awareness of our work in Wales has grown, especially with the intense promotional activity surrounding the amended Act. People have also heard about our new enforcement powers, which have raised expectations.

The CRE's legal committee considered 101 applications during 2002 (not all were received during the calendar year). One applicant was granted full legal representation (although the case was settled before hearing), and 17 were offered more limited representation. During 2002, 16 cases were settled by CRE legal officers in Wales without a hearing, and 11 cases received

representation through other organisations, such as trade unions and racial equality councils. None of the other applications received further assistance. However, in some cases, we referred the complaints to our policy officers because of concerns about possibly discriminatory systems or practice.

In 2002, we followed up and agreed equal opportunities improvements with six organisations in the private sector and two in the public sector.

Our legal strategy in Wales has three main aims: to develop alternative methods for resolving discrimination complaints; to make legal advice on racial discrimination more widely available; to increase support for complainant-aid organisations, and to work with trade unions to improve the service members receive in the area of racial discrimination.

TABLE 2: APPLICATIONS FOR ASSISTANCE, BY SEX AND ETHNIC GROUP, 2002

	Male	Female	Total
Bangladeshi	2	0	2
Black African	9	1	10
Black Caribbean	10	5	15
Black Other	9	1	10
Chinese	1	2	3
Indian	2	7	9
Irish	0	0	0
Other	21	10	31
<i>Gypsy/Traveller</i>	3	0	3
Pakistani	26	1	27
White	15	8	23
Total	98	35	133

Note: Gypsies are a protected group under the Race Relations Act 1976.

TABLE 1: APPLICATIONS FOR CRE ASSISTANCE IN WALES, 2002

	EMPLOYMENT		NON-EMPLOYMENT		OUT OF SCOPE		TOTAL	
	Jan – Dec 2001	Jan – Dec 2002	Jan – Dec 2001	Jan – Dec 2002	Jan – Dec 2001	Jan – Dec 2002	Jan – Dec 2001	Jan – Dec 2002
Formal applications	34	71	82	56	0	6	116	133

Our emphasis during 2002 was on developing expertise in mediation and conciliation in Wales, as reflected in the large number of cases settled by legal officers in Cardiff.

Partnership

We continued to explore the possibility of providing legal services through partnerships with local voluntary and community organisations and trade unions in Wales. We planned a casework forum and training plan for RECs and organised a one-day training seminar for the Vale of Glamorgan Voluntary Sector Network on the implications of the new duty to promote race equality for voluntary organisations. In September, UNISON and CRE Wales signed up to a protocol, 'Working Together', to collaborate in providing a more professional legal service in racial discrimination cases. We are working with the TUC to use this protocol as a basis for agreements with other unions.

Research

A research study, 'Snakes and Ladders', on advice and support for applicants taking cases to employment tribunals in Wales was completed during 2002. We had commissioned the work from the University of Wales at Bangor jointly with the Legal Services Commission, the Disability Rights Commission, and the Equal Opportunities Commission. The LSC and the CRE contributed 75 per cent of the £40,000 the university received as a research grant.

The interim report raised the following concerns:

- there was little information about rights and sources of advice;
- the infrastructure for providing advice, support and representation was weak;
- advisers needed proper training and accreditation;
- advice agencies did not have effective referral systems;
- systems for supporting clients were ineffective; and

Patriotism's colours

Mr Thapa v Ministry of Defence

In 1998, backed by the CRE, Lance Corporal Hari Thapa brought a claim of racial discrimination against the MoD, alleging that he was paid only around 60% of what an identical British soldier received. He was demanding equal rights with British servicemen, and £43,000 compensation for 15 years' payments at the reduced rate.

Mr Thapa, who is from Cwmbran, south Wales, was recruited to the armed forces under a 1947 tripartite agreement between the UK, India, and Nepal, which links Gurkhas' pay and pensions to those in the Indian Army. The MoD insisted that the payments were adequate, because most Gurkhas retire in Nepal, where the cost of living is considerably less than in the UK.

In 2002, the Cardiff employment tribunal ruled that it had no jurisdiction to consider Mr Thapa's claim, because the army had run a technical defence that he worked mainly overseas. However, the MoD agreed to pay Mr Thapa an amount equivalent to all his back pay for his 15 years' service in damages. The MoD also agreed not to exclude him from any future equalisation of Gurkha pensions.

■ there was inadequate statistical information about racial discrimination in Wales.

The report made recommendations for a wide range of organisations, including the following:

- the NAFW should consider setting up advice services as part of its strategy for dealing with social exclusion;
- the Employment Tribunal Service should recruit more women and people from ethnic minorities, and provide more training on discrimination for its members; and
- voluntary and statutory agencies in Wales should improve the training they provide for advisers, and take steps to improve coordination between advice agencies and trade unions.

The report will be published on our website (www.cre.gov.uk) in early 2003 and a conference held in summer 2003 to take forward our plan to build a network of advice workers in Wales with expertise in racial discrimination casework.

Settled by mutual agreement

A case against Cardiff and Vale NHS Trust

A community midwife complained that Cardiff and Vale NHS Trust had racially discriminated against her. The Trust disputed her claim and the case was headed for a hearing at the employment tribunal.

However, working closely with UNISON, in line with our protocol 'Working Together', we called a meeting with Cardiff and Vale NHS Trust and the NHS Equality Unit to discuss the case and find a non-adversarial way forward. We reached an out-of-court settlement and the Trust agreed to take several steps. These included: a letter of apology, a sum in compensation to the midwife; a review of the procedures that had led to the complaint; team development sessions; and equality and diversity training for the obstetrics and gynaecology directorate, to be delivered by the NHS Wales Equality Unit, in consultation with the CRE. These steps are seen as very positive developments by all parties and as a direct response to the issues raised by the case.

3 WORKING WITH COMMUNITIES



We took every opportunity in 2002 to extend and deepen our connections with local communities in all parts of Wales.

Racial equality councils

We maintained our links with racial equality councils, all based in south Wales, and offered support to organisations interested in setting up RECs in north Wales and, possibly, in mid Wales.

RECs are funded jointly by the CRE and local authorities, but most of them attract significant sums from other organisations, including the National Lottery and local trust funds. As a result of meetings between Edwina Hart of the Welsh Assembly Government (WAG), RECs, the North Wales Race Equality Network (NWREN), and the CRE, for the very first time the NAFW offered 12-month secondments (or the financial equivalent) to all Wales RECs and NWREN. This provided invaluable extra resources and an opportunity for NAFW staff to learn, at first hand, about race and community issues.

Rural racism

Our close relationship with the NWREN gave us important insights into the scale of hidden, and often denied, racism and discrimination in rural communities. Media reports and anecdotal evidence of families forced to leave their homes out of fear came to our attention. With support from Flintshire County Council and North Wales police, we found shared, but independent, office space for NWREN and the CRE in north Wales. The success of our partnership has attracted a great deal of interest from other organisations in Wales, and more widely in the UK.

Conferences and events

During 2002, we had staffing difficulties, which unfortunately resulted in speculative

coverage and controversy in the Welsh media. Our work was affected to a certain extent. We felt it was important to put our relationships with some ethnic minority communities on a fresh footing, and decided to hold a major conference on our work.

In July, we invited over 150 delegates from ethnic minority communities throughout Wales to 'Connecting With You', an open event in City Hall, Cardiff, to discuss their views on racial equality and to learn whether we were doing what they expected. The event provided a unique opportunity for all present to have a frank discussion, make new contacts, and agree a common agenda for working towards racial equality in Wales. Beverley Bernard, our acting chair, emphasised the importance of working with all communities to create safe, cohesive, and just societies in Wales and Britain. The CRE is hoping to hold other similar events in 2003, across Britain, to keep in touch with different communities.

We were also delighted to help the All Wales Saheli Association to organise the Muslim Women Everyday Conference in November, a first for Muslim women in Wales. On the day, we were disheartened to hear about the daily abuse and discrimination children face at school and in the playground. The purpose of the conference was to urge local and national public services to develop better relationships with the Muslim community, looking beyond the fact that they were members of ethnic minority groups in Wales to the more pressing practical difficulties they had in simply accessing health, education, and other social services.

In August, we took part in the National Eisteddfod for Wales, for the first time, and were warmly welcomed by many organisations, such as CEFN (a Welsh language civil rights organisation). Our presence was seen as a positive step in making fresh connections with the Welsh language community – a community that has been historically suspicious of our perspective on the Welsh language.

In November, we helped the All Wales Saheli Association to organise the first conference of Muslim women in Wales. The purpose was to encourage local and national public services to build better relationships with the Muslim community, and address the pressing practical difficulties women had in accessing health, education, and other social services.



John Harris / Report-digital

Young people

In December, we submitted written evidence to the House of Commons Welsh Affairs Select Committee's inquiry into empowering children and young people in Wales. We welcomed the opportunity to contribute, as children and young people have a crucial part to play in eliminating racism and developing good race relations in Wales.

We provided general information about the life chances of young people from ethnic minorities in Wales, together with a general overview of our work in this area. The committee's recommendations to the government and the NAFW are expected in 2003.

Inspired by the success of the CRE's Equal Futures conference in Scotland, which explored the idea of citizenship in Britain today, we began work on a similar event for young people in Wales. Our aim is to encourage young people to think about ethnicity, identity, culture, and the destructiveness of racism, and to take responsibility for building a more equal society. The conference would be held in partnership with Children in Wales, with support from ACCAC.

Racist incidents

Race and asylum dominated the headlines in 2002. The number of racist incidents reported in the media, and from unexpected areas in Wales, were grim evidence of the scale of the task we faced.

■ In January, three men from Caernarfon, who were part of a drunken mob, were jailed for 16 months for their part in a post-11 September attack on four Bangladeshi men making their way back to their flat in Caernarfon.

■ In March, a former Ku Klux Klan member living in Maesteg was jailed for three months for racially harassing an Asian shopkeeper.

■ In June, Mohammed Ashraf died of a heart attack, after witnessing an attack by a racist gang of 12 white men on elderly worshippers of his congregation while they were on their way to the local mosque in Llanelli.

■ In nearby Swansea, the Hebrew



Congregation building was defaced with racist signs and slogans, windows were smashed, and scriptures, including a 300-year-old scroll, were torn up outside.

▲ In August, we took part in the National Eisteddfod in Wales, for the first time.

Asylum and immigration

The coverage of asylum and immigration news in the tabloid press contributed to growing public hostility to refugees and asylum seekers. For every person concerned about their well-being and security, there were many others who echoed the tabloids' challenge – 'not on our doorstep'. For both these reasons, Sully Hospital, a former psychiatric hospital in the Vale of Glamorgan, was rejected as an accommodation centre for up to 750 asylum seekers.

We used every media interview as an opportunity to challenge the prejudice against asylum seekers and refugees, as well as against long-settled ethnic minority communities.

Welsh language and devolution

We partly funded the Welsh Language Forum's 'Welsh Speaking Communities and Creating a Bilingual Wales' conference at Llandrindod Wells in May. The event provided a platform to debate the important issues facing Welsh-speaking communities. As we reported in our annual report for 2001, we were disappointed with some of the comments on the issue of inward migration and its effects on the 'Welsh language heartlands'. In our opinion, the subsequent media coverage also inflamed the situation. We did all we could to defuse the situation, by calling for

calm and issuing press statements.

We have since had regular meetings with representatives of the Welsh language lobby, such as CEFN and the Welsh Language Board, to strengthen our position.

In July 2002, the CRE published a guide to ethnic monitoring, as part of the non-statutory guidance to help public authorities meet their new duties under the amended Race Relations Act. Devolution reflects an increasing national consciousness in England, Scotland, and Wales, with many people wanting their national identity to be acknowledged. Mindful of the angry reactions to the absence of a Welsh tick box in the 2001 census, the CRE decided to develop slightly expanded versions of the original ethnic questions.

In August, we took part in a workshop organised by the Office of National Statistics to produce a topic report on 'Welsh ethnicity, identity and language', based on data from the 2001 census, the Labour Force Survey, and other sources. The report will contain a mixture of tables, maps, charts, and commentary. We emphasised the importance of up-to-date and reliable statistical data on the socio-economic progress of ethnic minority communities in Wales. The report will be available in 2003.

Modernising local racial equality services

The extensive preparations for reform of the CRE's approach to funding local racial equality work culminated in the launch of *Getting Results*, in December 2002. The pack consists of three documents: *Investing in communities: a policy framework for awarding grants*, *A compact of relations between the CRE and organisations receiving section 44 grants*, and *A code of practice for funding racial equality services*.

The documents set out the CRE's strategy for linking funding of local racial equality services with more rigorous standards for tackling social inequalities. The long-term

aims are to widen access to consistently excellent local racial equality services, to improve accountability, and to develop effective working partnerships with the voluntary sector.

In practice, this will mean that the CRE will no longer provide funding for broad activities or salary costs. Instead, organisations will be expected to focus on the difference they hope to make through our grants. How they approach their objectives – for example through legal casework or public education campaigns – is up to them. What the CRE will need if it is going to fund an organisation is evidence that the outcomes identified in its grant application are relevant to the communities it serves, and that it is capable of operating efficiently.

The new funding regime, which will come into effect on 1 April 2003, will cover two types of funding:

- strategic or long-term support for jointly agreed goals; and
- development funding for fixed periods.

As local organisations begin to achieve outcomes, the CRE would expect to see communities where people from all backgrounds:

- know what they want, and have real power and influence;
- are involved in shaping the services they need, and take part in improving their neighbourhoods;
- feel safe, knowing that they belong;
- recognise their fellow citizens as their equals, enjoying the same rights;
- trust the public authorities in charge of maintaining good community relations; and
- know that everyone has a stake in the welfare of the place they call home.

Four main areas of funding have been identified. The CRE will welcome initiatives that will:

- help to create a new generation of leaders in communities;
- promote and develop common ground between different local communities;

- empower communities to find their own answers rather than impose solutions from outside; and
- encourage people from particularly isolated or marginalised groups to get more involved in the way their community is run.

RECs and other organisations receiving funding from the CRE were informed about the CRE's decisions in February 2002 and a joint working group was formed, with representatives from all parties concerned, including local authorities, government departments, and the British Federation of RECs. The CRE then launched a comprehensive consultation exercise. This was based on a questionnaire survey,

mailed out to a wide range of organisations, and on well-attended and very useful meetings with RECs and others, in all regions and countries.

The CRE received 163 responses to the questionnaire. Those from RECs, while broadly positive, expressed understandable apprehension about the scale of the changes being proposed, as well as concerns about training, and the timetable. Others, including some RECs, were very enthusiastic about the new approach. They felt the change was long overdue and would bring the CRE and RECs in line with methods of working and funding that were common practice elsewhere.

4 IMPROVING OUR SERVICES



Staff at CRE Wales will remember 2002 as a year of change and improvement in our services and structures. Due to Dr Mashuq Ally's resignation as head of CRE Wales in July, Dharmendra Kanani, then Head of CRE Scotland, and now Director of Countries, Regions and Communities, managed the CRE Wales office for the rest of the year. We are hopeful that a new head will be recruited by the end of 2003.

Despite difficult times, we did much to improve our services in Wales.

Best value review

In March 2002, the Improvement and Development Agency produced a report outlining the main findings of the best value review the CRE had commissioned in 2001. The review focused on the following areas:

- structure;
- putting our vision, mission, and values into practice;
- improvements in processes;
- governance;
- communication (knowledge management and critical intelligence);
- development of staff; and
- development of business planning and effective performance management.

IDeA made recommendations on each of these areas and, at the end of the year, a programme of work was well under way. Our achievements in 2002 included:

- introduction of a new organisational structure to reflect and deliver the CRE's strategic priorities;
- development of a new senior management team;
- development of a new competency-based performance appraisal system;

- development of matrix project teams; and
- development of a set of values for the CRE.

The new structure should be firmly established early in the new year. The CRE Wales office will see considerable change as a result.

A number of short-term project teams were set up during the year, to make recommendations on internal communication; translating the organisation's values into practice; and a code of conduct for staff. The changes introduced through the best value review were monitored at all stages of the process, in line with the CRE's race equality scheme.

Training

A number of in-house training courses were organised during 2002 to improve customer services and understanding of the law. These included courses on the Data Protection Act, the Human Rights Act, risk management, Plain English, and the amended Race Relations Act. In line with our duties under our Welsh Language Scheme, a number of officers at the CRE Wales office also took Welsh language lessons.

Publications

We continued to work closely with our corporate publications service in London, to make sure our publications on the new duty to promote race equality, and other general titles – for example *It Could Be You, a leaflet on the Race Relations Act and people's rights*; the *CRE Race Equality Scheme*, and our publications scheme under the Freedom of Information Act – were all translated into Welsh.

CRE Wales Committee, at 31 December 2002



CHERRY SHORT

CRE commissioner for Wales (April 1998 –) Councillor, Cardiff County Council; chair, Cardiff Council Gypsy Sites Committee; member, Cardiff County Equal Opportunities Committee; member, government task force on implementing Welfare to Work and New Deal programmes in Wales; national member, Home Office Race, Education and Employment forum; management committee member, Children in Wales; race adviser to University of Wales Cardiff Social Work Diploma Programme; probation officer, South Glamorgan Probation Service; quality assurance adviser, Postqualifying Consortium for Wales; former chair, Cardiff and the Vale Racial Equality Council; co-author, *Working with Difference* (CCETSW, 1997).



KHURSHID AHMED

CRE commissioner (April 2002 –) Non-executive director, Dudley Group of Hospitals NHS Trust; former assistant chief executive and head of race relations and equal opportunities unit, Birmingham City Council; member, official enquiry into the Danall disturbances in Sheffield (1995-96); chair, National Association of British Pakistanis; chair, Dudley Race Equality Council; chair, Dudley Community (Strategic) Partnership; Labour candidate for local government; chair, Dudley North Constituency Labour Party.



GITA SOOTARSING

CRE commissioner (July 1999 –) Independent member, Central Police Training and Development Authority; winner, first Windrush High Flyer Award, Small Business High Flyer category (1999); member, London Central Region Panel of Employment Tribunals for England and Wales; vice-chair, Essex Police Authority; former executive director, Ionian Management Consultants; former member, Race Relations Employment Advisory Group (DfEE Ministerial Group); previous career with the Bank of England.



KAMALJEET JANDU

CRE commissioner (June 2000 –) National diversity manager, Ford Britain (responsible for organisational culture change and setting up a network of diversity councils in the company); former policy development officer, Trades Union Congress (responsible for race equality and employment policy, trade union support for Stephen Lawrence Family Campaign, and setting up a task group on institutional racism); former economic development officer, London Borough of Ealing; former European TUC representative, Economic and Social Affairs Committee, European Commission (responsible for work on the Equal Treatment Directive); and former member, advisory panel to the Fourth National Survey on Ethnic Minorities. An economist by training, he has published in the fields of race and diversity.

*The Commission for Racial Equality
works in partnership with individuals
and organisations for a fair and just society
which values diversity and gives everyone
an equal chance to work, learn
and live free from discrimination,
prejudice and racism*



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