

## Tackling Race Equality – Way Forward

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Hounslow Council's response to Black Lives Matter and Impact of Covid 19 on Black and Ethnic Minority Communities (CEX 490)

20 October 2020

## SUMMARY

The emerging national evidence has begun to piece together the different factors that help to explain why Covid-19 affects people from some ethnic groups more than others. This includes factors that make catching Covid-19 more likely, such as overrepresentation in key worker roles, living in crowded housing in urban areas, and factors that make a severe illness more likely, such as underlying health conditions. It is difficult to separate out the precise impact of each of these risk factors on Covid-19 outcomes.

Further, even after taking these factors into account, some of the inequality between people of different ethnicities remains. It has to be noted that tackling structural, systemic and institutional racism won't completely eradicate the differences in mortality as the socio-economic variables do not explain all of the difference, suggesting that other causes are still to be identified. Nonetheless, the reduction in rate of risks is significant and although much of the structural issues cannot be addressed overnight and some are not within the remit of Local Authorities and therefore not within our gift to change, the Council wished to step up to exercise our role as Service Provider, Employer and Community Leader.

Most councils, including Hounslow Council showed solidarity in a variety of ways, from lighting up the Council buildings in purple on 2 June, to supporting the 'Black Lives Movement' on social media. West London Alliance (WLA) has also decided to take a number of steps in response to the Black Lives Matter campaign and they include the following activities: Listen more – in community settings; Consider community resilience following shock and stress; Responding to the needs of bereaved communities; More shared responses /consultation (reference groups and sounding boards) Community funding; Customer care training and standards; Utilise and value volunteers and offer more work experience opportunities; Rope in existing infrastructure and groups; faith forum, third sector; Agree monitoring roles; know what good looks like; work with Runnymede Trust.

Hounslow Council has made a commitment to work with WLA on joint initiatives but also aims to focus on its role as Service provider, Employer and Community Leader. The Council also set up a Member led Race Equality Task Group in the wake of the Black Lives Matter movement which led and steered the detailed work below as well as directing more strategic recommendations for the Council.

Distilling the Black Lives campaign issues and the findings from the national studies three perspectives emerged:

- A. Issues relating to Policing (Stop and Search) and disproportionate Criminal Justice sentencing outcomes
- B. Issues relating to Public Realm, Culture and Art
- C. Structural, Systemic and Institutional Racism

The 'Black Lives Movement' expressed concerns about the disproportionate use of Police Stop and Search powers and the disproportionate representation of BAME young men in the criminal justice system. Although this is primarily a policing and criminal justice remit, as a local authority we can offer some leadership particularly given our work on youth justice, hate crime, work with MOPAC and the safer neighbourhood teams. It should be noted that the government has announced proposals to act on the David Lammy review into the Criminal Justice system and the disproportionate outcomes for individuals from BAME communities.

## Framing the Council's Response to tackle inequalities relating to Policing and Crime, Justice & the Law

Council has a Statutory role in tackling crime and community safety, and it can use this duty to influence the Safer Neighbourhood Board which is community led and attended by the Council and the Police. The Council will use this opportunity to hold the Police to account, in particular to monitor and review stop and search figures. The Youth Offending Service (YOS) will continue to do work to address young black men's over representation in the criminal justice system. The YOS are currently in the process of developing a 'disproportionality' action plan to address issues of over-representation in the youth justice system of young males of both Black African and Black Caribbean heritage. A multi-agency, cross-partnership group consisting of representatives from the YOS, police, the judiciary, education, health, social care and crucially, young people and families will be meeting to develop a broad sweeping plan with the aim of meeting the following key objectives:

- ✓ Reduction in First Time Entrants to the Youth Justice System from over-represented groups
- ✓ Self-reported improvement in experience of the Youth Justice and other systems from over-represented groups, including increased confidence in sentences.
- ✓ Reduction in rate of disproportionality amongst those young people identifying as Black British, Black Caribbean, Black African and Mixed Heritage by 20 % annually throughout the life of the action plan, until within +4 % variance when compared with the wider population.
- ✓ Reduction in custodial outcomes for over-represented groups, whether remand or sentence.

In addition, the PEACE project (Protecting and Empowering Against Child Exploitation), have undertaken some work with members of the Somali community in response to the disproportionate representation of this group amongst young people experiencing criminal exploitation and continue to offer support to this community in helping to build resilience and increase awareness.

The Council also works regularly with Feltham Young Offender's Institution through the Hounslow Safeguarding Children's Partnership Board, and is undertaking some early work, auditing and exploring the use of separation / isolation of BAME prisoners. As the Council is in the process of developing the borough's next three-year community safety strategy, a key inclusion within the strategy is to review how black men are disproportionately affected by crime.

The Community Safety Team co-ordinate the borough's National Hate Crime Awareness Week campaign each October. This year the campaign will focus more on addressing racism and link to the Black Lives Matter movement. The campaign will also encourage under-represented groups to report hate crimes. The Council also undertakes hate crime work which is another avenue for structured influence. The Hate Crime Advocacy Service has improved referral pathways with the Metropolitan

Police Service to increase the number of Hounslow residents able to access support. This is also especially important when there is little evidence to prosecute perpetrators. This pathway ensures that victims are routed to the Council to offer support and counselling. In 2019/20 the Council's Hate Crime Advocate provided support to 50 victims of hate crime.

The introduction of the referral pathway saw a dramatic rise in referral rate. From 1 April 2020 to 6 July 2020 the Hate Crime Advocate received 41 referrals. 83% of referrals were race related hate, 7% disability, 5% homophobic and 5% religious hate crime. Of these referrals 83% were referred by the police. 50% of perpetrators were unknown persons and 50% known to the victim (neighbours, acquaintances, family members).

The Council is also working with the police on increasing BAME representation in the police force, influencing their training, securing job retraining and job brokerage and offering a joint approach to support hard to reach Hounslow communities.

## SECTION B PUBLIC REALM, CULTURE AND ART

This was another strong area of concern which drew attention to the statues, street names and other cultural artefacts in the public realm which had a legacy in the slave trade. In the wake of the protests the Mayor of London set up a Commission for Diversity in the Public Realm to review the city's landmarks and consider which legacies should be celebrated before making recommendations.

Framing the Council's response to issues relating to the Public Realm

The Council's actions included show of solidarity by lighting up the town hall in purple; setting up our own local commission to review our public realm including street names buildings, iconic structures/statues other cultural artefacts; offering opportunity for staff to feedback on their experience of 'Black Lives Matter' and how it affects them.

## SECTION C STRUCTURAL, SYSTEMIC AND INSTITUTIONAL RACISM

All the national reports into Covid 19 and impact on ethnic minorities concluded that structural, systemic and institutional racism had a major bearing on these disproportionate impacts. The reports examined the following socio-economic variables to analyse the different rates of susceptibility and mortality amongst BAME:

- )] Crime, Justice and the Law (addressed above)
- )] Health
- )] Education
- )] Housing
- )] Culture and Environment
- )] Workforce, Pay and Benefits.

The Council has adopted the national evidence framework to tackle racial inequalities locally. We retained the overarching framework to determine what we know and what we need to know, to identify our priority areas for tackling racial inequality. The following section highlights areas of racial inequality and frames the Council's response to them.

This section focusses on three areas of health: Obesity, Diabetes, Best Start in life. According to Public Health, health care provision only accounts for 10-30% of health status whilst housing, environment, family links and social capital and education make up the other 70-90%.

Recent data as it related to Covid-19 and the disproportionate impact, has demonstrated that there is significant comparative health disparity between BAME and other groups.

The 'Black Lives Matter' movement has further highlighted the role of racism in poor health outcomes. Minority ethnic groups, mostly Black, Asian and Mixed ethnic groups, had significantly lower Disease-Free Life Expectancy (DFLE) than White British men or women.

### Obesity

Hounslow has the seventh highest proportion of obese reception children compared to all 32 London local authorities and the tenth highest proportion of obese Year 6 children.

- )] The highest prevalence of obesity by ethnicity in Hounslow is seen in Black children in both reception and Year 6.
- )] In Year 6 the proportion of obese Black children is 31% and in reception the proportion of obese Black children is 18%.
- )] The prevalence of obesity in adults in Hounslow is 9.8 % (24,850) for 2018/19 compared to 9.2 % (22,552) in 2017/18.
- )] Levels of physical activity and participation in sports are lower among South Asian groups than other ethnic groups, with South Asian women having particularly high levels of inactivity

### Diabetes

- )] It is estimated 22,751 of Hounslow residents over 16 years of age have diabetes
- )] 76 % of people living with Type 2 diabetes now receive the eight key health checks
- )] A third of UK Covid-19 deaths are associated with diabetes
- )] Type 2 diabetes is up to six times more common in people of South Asian descent and up to three times more common among people of African and African-Caribbean origin

### Best Start in Life

- )] This starts with the view that what happens in the first years of a child's life lays the foundation for their future health, wellbeing, learning and earnings potential.
- )] Black women (61.5%) and women whose ethnicity was 'Other' (58.6%) were in the groups most likely to book with midwifery later than they should - after 10 weeks (reducing ante-natal care)
- )] Rates of infant mortality are highest among Pakistani, Black Caribbean, and Black African groups
- )] Bangladeshi, Pakistani, Chinese and Black groups are about twice as likely to be living on a low income and experiencing child poverty. Family poverty during childhood affects all aspects of development short and long term.
- )] Children with vocabulary difficulties at age 5 are three times more likely to have mental health problems in adulthood and twice as likely to be unemployed when they reach adulthood. Speech and Language development is to become a government priority across health and wider services for children and young people.

- )] For all Adverse Childhood Experiences (ACEs), Asian ethnicity had the lowest prevalence while 'Other' ethnicity had the highest prevalence for each ACE except living with a household member with mental illness or alcohol abuse
- )] Use of A&E for children 0-4 years and Child development reviews at 27 months show Hounslow performs worse than London, but more work is required to understand impact of race and inequality
- )] Parents are best able to support early development when they have positive relationships themselves; and are emotionally, financially, and socially secure when they have family friendly employment and when they are in families and communities that nurture them.

#### Framing the Council's Health response

Work is taking place with the CCG and other partners to increase uptake of the REWIND Diabetes programmes, and other diabetes support offers in the borough.

- )] Behavioural science and testing is being used to design messaging for patients with Diabetes to encourage maximum engagement with the interventions on offer.
- )] A Diabetes campaign linked with COVID Recovery has now been launched across the borough with messaging across bus stops, health centres, radio and social media.
- )] The Population Health Flatpack toolkit is being used to explore the rising risk population and actively target specific groups with support.
- )] Work is being undertaken to successfully reach those in BAME communities, for example developing the relationship with faith leaders and improving translation of information targeted at specific communities
- )] Evaluation of communications reach has shown gaps in reaching certain groups, but we are identifying new channels to rapidly reach residents as needed, for example the COVID Community Champions initiative.
- )] Obesity – The Council has developed an obesity action plan and have set in place a Comms/messaging campaign plus various interventions through One You Hounslow to tackle Obesity.

#### Framing the Council's response on Best Start in Life

The Council and its partners are undertaking joint work to offer every child the Best Start in Life, to tackle adversity (including poverty) by taking the following actions:

- )] Supporting early relationships and delivering trauma-informed, compassionate services that are effective in improving outcomes
- )] Agencies across disciplines in the borough signing up to an Early Help Commitment for 2019-2021. Within Best Start in Life this includes Midwifery, Health Visiting and Family Nurse Partnership, together with wider partners Children's Centres and Early Years settings
- )] Families will be signposted to services in the Early Help Offer at the earliest opportunity, and where necessary receive an assessment of need and participate in a co-ordinated 'Team Around the Family' plan

- )] The Early Help Hub will support practitioners in putting support in place for individual families. More work is required to understand (i) whether there is equity in the offer of early help to eligible families (ii) whether take-up of early help is successful across all groups, and (iii) whether outcomes of early help are equitable across all groups. This work will be undertaken via the borough's Early Help Strategy Group
- )] The Council also commissions a range of health specific services but that alone is not enough. A 'Health in All Policies' approach would explicitly take into account the health implications of Council decisions, target key social determinants of health; and try to avoid causing harm with the aim of improving the health of the population and reducing inequity. The Council is therefore proposing to create and work under a 'Whole Systems' approach, both within the Council and with partners, to support positive outcomes for obesity
- )] The Council is also aiming to sign up to 'The Local Government Declaration on Sugar Reduction'
- )] Ensuring the regular use of Equality Impact Assessments, representation of black and minority ethnic communities among staff; sustained workforce development and meaningful engagement of communities in shaping our health services to improve access, experience and outcomes for health.

## EDUCATION

Children and young people in Hounslow achieve well at school and make good progress at most points of assessment. Their educational outcomes compare favourably with their peers in London and nationally and this includes outcomes for pupils with SEND and in most ethnic groups.

### Early Years Foundation Stage (EYFS)

The main measure at the EYFS is the percentage of children achieving a Good Level of Development (GLD). In 2018/19 performance in Hounslow was at 74 % on this measure, 2 percentage points better than national, at 72%. In Hounslow, 70 % of Black pupils achieved GLD, 4 percentage points below the borough average. Asian and Chinese pupils were the highest performing main ethnic groups. Table 1 below shows the performance of all ethnic groups.

Table 1: EYFS Performance in 2019 by Ethnic Group

EYFS Ethnic Groups	No. of Pupils	% Achieving a Good Level of Development
Bangladeshi	40	65%
Indian	766	83%
Pakistani	257	71%
Asian Other	175	79%
Black African	210	72%
Black Caribbean	24	54%
Black Other	25	64%
Chinese	15	80%
White & Asian	75	84%
White & Black African	38	68%
White & Black Caribbean	60	80%
Other Mixed	144	77%
White British	575	73%
White Irish	12	83%
Gypsy/Roma	10	50%
Irish Traveller	4	75%
White Other	475	71%
Any Other Ethnicity	263	68%
All Pupils (3,386)	3,386	74%

At a more granular level below the main ethnic groups, the groups that are potentially underperforming are: Bangladeshi pupils (35%), Black Caribbean (46%), Black Other (36%) and Mixed White and Black African (32%).



## Phonics (Year 1)

In Phonics the outcome measure is based on the percentage of children passing the Phonics Screening Test. In 2018/19 performance in Hounslow was at 85 % on this measure, 3 percentage points better than national, at 82 %. There was no evidence of underperformance in any of the main ethnic groups, although 82 % of White pupils passed the test, which is 3 percentage points lower than the borough average, but still in line with all pupils nationally. Asian and Chinese pupils were the highest performing main ethnic groups. Table 2 below shows the performance of all ethnic groups.

Table 2: Phonics Performance Year 1) in 2019 by Ethnic Group

Phonics Test Ethnic Groups (2019)	Year 1	
	No. of Pupils	% Achieving a Pass in Phonics Test
Bangladeshi	42	83%
Indian	766	92%
Pakistani	247	86%
Asian Other	165	92%
Black African	269	85%
Black Caribbean	34	82%
Black Other	36	75%
Chinese	14	93%
White & Asian	90	89%
White & Black African	35	86%
White & Black Caribbean	43	70%
Other Mixed	123	89%
White British	617	81%
White Irish	5	100%
Gypsy/Roma	5	60%
Irish Traveller	5	40%
White Other	522	84%
Any Other Ethnicity	326	82%
All Pupils	3519	85%

At a more granular level the main ethnic groups, the groups that are potentially underperforming are: Black Other (25%) and Mixed White and Black Caribbean (30%).

## Key Stage 1

In Key Stage 1, one measure of performance is the percentage of children reaching the expected standard or above in Reading, Writing and Mathematics (combined). In 2018/19 performance in Hounslow was at 71% on this measure and performance in the three individual subjects was better than national in all of them. In Hounslow, 66 % of Black pupils achieved the combined measure, 5 percentage points below the borough average, while 68 % of White pupils achieved it, 3 percentage points below the borough average. Asian and Chinese pupils were the highest performing main ethnic groups. Table 3 shows the performance of all ethnic groups.

Table 3: Key Stage 1 Performance in 2019 by Ethnic Group

Key Stage 1 Ethnic Groups (2019)	No. of Pupils	% Achieving the Expected Standard in Reading, Writing & Maths
Bangladeshi	45	78%
Indian	811	80%
Pakistani	278	75%
Asian Other	156	76%
Black African	257	68%
Black Caribbean	42	55%
Black Other	33	70%
Chinese	20	95%
White & Asian	75	88%
White & Black African	33	64%
White & Black Caribbean	57	68%
Other Mixed	121	66%
White British	617	69%
White Irish	14	64%
Gypsy/Roma	11	27%
Irish Traveller	7	29%
White Other	526	69%
Any Other Ethnicity	353	67%
All Pupils	3591	71%

At a more granular level the main ethnic groups, the groups that are potentially underperforming are: Black Caribbean (45%), Mixed White and Black African (36%) and White Irish (36%).

## Key Stage 2

In Key Stage 2, one measure of performance is the percentage of children reaching the expected standard or above in Reading, Writing and Mathematics (combined). In 2018/19 performance in Hounslow was at 70% on this measure, 5 percentage points better than national. In terms of the performance of the main ethnic groups, only 60% of Black pupils achieved this measure, 10 percentage points below the borough average, 65% of White pupils did do, 5 percentage points below the borough average and 67% of Mixed Race pupils, 3 percentage points below the borough average. Asian and Chinese pupils were the highest performing main ethnic groups. Table 4 shows the performance of all ethnic groups.

Table 4: Key Stage 2 Performance in 2019 by Ethnic Group

Key Stage 2 Ethnic Groups (2019)	No. of Pupils	% Achieving the Expected Standard in Reading, Writing & Maths
Bangladeshi	52	69%
Indian	610	82%
Pakistani	277	71%
Asian Other	142	76%
Black African	318	63%
Black Caribbean	47	51%
Black Other	28	50%
Chinese	18	89%
White & Asian	72	71%
White & Black African	36	56%
White & Black Caribbean	65	55%
Other Mixed	118	74%
White British	629	61%
White Irish	17	82%
Gypsy/Roma	3	67%
Irish Traveller	5	40%
White Other	452	70%
Any Other Ethnicity	374	70%
All Pupils	3,311	69%

At Key Stage 2 there are also progress measures from Key Stage 1. Because these measures take account of pupils' prior attainment from four years earlier, they can be judged to be more reliable in terms of identifying groups that have genuinely underperformed. The progress scores are centred around zero, so positive scores indicate that pupils made more progress than expected and negative scores mean that they made less progress than expected. Of the main ethnic groups, Black pupils (-0.5) and White pupils (-0.2) can be considered to have underperformed.

At a more granular level below the main ethnic groups, the groups that have underperformed based on their progress scores are: Black Caribbean (-2.2), Black Other (-1.2), Mixed White and Black African (-0.5) and White British (-0.8).

## Key Stage 4

At Key Stage 4 the main measure of performance is the Attainment 8 Score and the progress measure is the Progress 8 Score. Hounslow has performed well at Key Stage 4 for many years and our Attainment 8 Score is better than national and our Progress 8 Score has been consistently better than national, placing the borough in the top 10 % of local authorities in England for the last four years. Nearly all ethnic groups, at both the main level and the more granular level, perform well at Key Stage 4 in terms of attainment and progress. In 2018/19 the only exception to this was the Black Caribbean group who had an Attainment 8 Score of 42, compared to a borough score of 49 and a Progress 8 Score of -0.35, compared to a borough score of +0.37..

The ethnic groups with the highest performance in terms of progress were: Black African (+0.37), Indian (+0.82), Pakistani (+0.56), Bangladeshi (+1.30) and Other Asian (+0.66). While Bangladeshi pupils were identified as potentially low performing at the Early Years Foundation Stage, they have performed very well at Key Stage 4.

Table 5 shows the performance of all ethnic groups based on the Attainment 8 Score and the Progress 8 Score.

Table 5: Key Stage 4 Performance in 2019 by Ethnic Group

Key Stage 4 Ethnic Groups (2019)*	No. of Pupils	Attainment 8 Score	Progress 8 Score
White	872	50	0.18
Black Caribbean	82	42	-0.35
Black African	340	50	0.37
Indian	444	55	0.82
Pakistani	240	52	0.56
Bangladeshi	31	52	1.3
Other Asian	174	54	0.66
Chinese	4	35	-0.14
Any Other	408	51	0.49
Unknown	29	45	0.15
No Ethnicity Data	107	3	-2.82
All Pupils	2,731	49	0.37

*\* NB The ethnic breakdown at Key Stage 4, which is based on data from the Fischer Family Trust (FFT), is not at the same level of granularity as the other points of assessment.*

## General Observation and Health Warning

There are several small ethnic groups where the performance of pupils tends to be lower at most points of assessment and they are Irish Traveller and Gypsy/Roma children. One should note that the numbers of pupils in some of these groups are small and that where attainment of a given group is a few percentage points below the average for the whole population, it is not necessarily indicative of actual underperformance. It is quite possible that the outcomes those children achieved may have been appropriate for their level of learning and development at the time they were assessed. The progress measures, however, give a more robust indication of potentially genuine underachievement because they are adjusted for prior attainment. In addition, pupils in some ethnic groups might perform less well in one year and then perform much better in subsequent years, as these outcome measures are all cohort and year group specific.

## Education - Exclusions from School by Ethnicity for the 2017-18 Academic Year

The information within this report is taken from the latest publicly available DfE statistical release "Permanent and Fixed Period Exclusions in England: 2017 to 2018, national, local authority and school level data". The data is broken down by high level Ethnic Groups and by the number of exclusions and the exclusion rate for each group.

### Fixed Term Exclusions

Ethnicity	Number of pupils	Number of fixed term exclusions	Fixed term exclusion rate (%)	National Fixed term exclusion rate (%)
Asian	14,448	152	1.05	1.76
Black	5,146	272	5.29	5.56
Mixed Race	3,707	195	5.26	5.89
White	14,660	733	5.00	5.50
Other	4,636	124	2.67	3.16
Unclassified	610	30	4.92	8.05
Total	43,207	1,506	3.49	5.10

*This is the total number of fixed term exclusions; some pupils will have received more than one fixed term exclusion.*

In the 2017-18 academic year there were 733 fixed term exclusions for White pupils with an exclusion rate of 5.00 % and there were 272 fixed term exclusions for Black pupils, an exclusion rate of 5.29 %. There were 195 fixed term exclusions for Mixed Race pupils an exclusion rate of 5.26 %. These were the ethnic groups with the highest rates of fixed term exclusions.

The Hounslow fixed term exclusion rates for all ethnic groups were lower than the national exclusion rates for those groups.

## Pupils Receiving Fixed Term Exclusions

Ethnicity	Number of pupils	Number of pupils - fixed term exclusions	Pupils receiving fixed term exclusion rate (%)	National Pupils receiving fixed term exclusion rate (%)
Asian	14,448	126	0.87	1.22
Black	5,146	171	3.32	3.42
Mixed Race	3,707	113	3.05	2.92
White	14,660	346	2.36	2.37
Other	4,636	93	2.01	1.94
Unclassified	610	15	2.46	3.73
Total	43,207	864	2.00	2.34

*This is the number of pupils who have received one or more fixed term exclusions.*

In the 2017-18 academic year 346 White pupils received fixed term exclusions, an exclusion rate of 2.36 %. There were 171 Black pupils who received a fixed term exclusion, a rate of 3.32 %. There were 126 Asian pupils who received a fixed term exclusion, a rate of 0.87 %.

Pupils from mixed race and other ethnicities had exclusion rates higher than the national exclusion rates for those groups. Pupils from Asian, Black and White groups and Hounslow overall had lower exclusion rates than the national exclusion rates for those groups.

## Permanent Exclusions

Ethnicity	Number of pupils	Number of permanent exclusions	Permanent exclusion rate (%)	National Permanent exclusion rate (%)
Asian	14,448	8	0.06	0.04
Black	5,146	11	0.21	0.13
Mixed Race	3,707	5	0.13	0.16
White	14,660	8	0.05	0.10
Other	4,636	4	0.09	0.06
Unclassified	610	2	0.33	0.18
Total	43,207	38	0.09	0.10

The total number of permanent exclusions within Hounslow is low with 38 recorded within the 2017-18 academic year, with a rate slightly lower than the national rate. Eleven Black pupils were permanently excluded in 2017-18 this equates to an exclusion rate of 0.21 %. There were eight Asian pupils permanently excluded which equates to an exclusion rate of 0.06 % and eight White pupils permanently excluded which equates to an exclusion rate of 0.05 %. Hounslow's permanent exclusion rate for Asian, Black, Other and Unclassified pupils were higher than the national rates for those groups. The permanent exclusion rate for Hounslow is lower than the national rates for Mixed Race and White pupils and for Hounslow overall.

Permanent exclusions are in response to serious or persistent breaches of school's behaviour policy and indicate that this is the last resort. In contrast it is not uncommon to find pupils who have several fixed exclusions and may be on a pathway that could lead to permanent exclusion. Fixed term exclusions can be for a fixed period of up to 45 days in a school year.

Permanent exclusions may be in response to knife crime, gang related incidents, drug running, sexual assault, physical assault in all cases this will be serious and unlikely to be one-off offences. It is usual for the young person to be known and working with other agencies such as social care, youth offending, police, etc

#### Permanent exclusion threshold

Permanent exclusion is intended to be used as a last resort in response to a serious breach or persistent breaches of behaviour policy and where allowing the pupil to remain in school would seriously harm the education or welfare of the pupil or others in the school.

#### Age and Gender

- )] Permanent exclusion rate for boys is over 3 times higher than for girls
- )] Boys likely to be excluded at a younger age than girls
- )] Most common point is for both boys and girls to be excluded is at age 13 and 14 (years 9 and 10)

#### Special Educational Needs and Disabilities

- )] Pupils with identified SEN account for approximately half of all Permanent Exclusions
- )] Pupils with SEND or EHC plans are 5 times more likely to be Permanently excluded than those pupils with no SEND
- )] Pupils on SEN support are 6 times more likely to be Permanently excluded than pupils with no SEND

#### Ethnic Group

- )] Rate of Permanent exclusion is highest for Irish Heritage Traveller 0.45 % of school population
- )] Gypsy/Roma (0.36 %)
- )] Black Caribbean (0.28 %)

#### Reasons

- )] Most common reason for Permanent Exclusion was persistent disruptive behaviour
- )] 35.7 % of the Permanent Exclusions were due to persistent disruptive behaviour
- )] 13.3 % due to physical assault against a pupil and
- )] 9.7 % were due to a physical assault against an adult.
- )] 17.6 % for other reasons

## Framing the Education Response - What happens when a pupil is excluded?

Parents have a right to appeal and part of the process includes the headteacher notifying the parents without delay of the period of exclusion and reasons for it (also the governing body and Local Authority – if a fixed exclusion of 5 days or more or permanent exclusion).

The Governing body have a duty to meet and must consider parents representations. If the Appeal is unsuccessful, the Local Authority sets up a 'Fair Access Panel' which also meets weekly to ensure that outside of normal admission rounds, unplaced children, especially the most vulnerable are found and offered a place quickly, so that the amount of time any child is out of school is kept to a minimum. The Membership which includes representation from Educational Psychology, Youth Offending Service, The Police, Schools, SEND Services, Children Missing Education.

The Local Authority will:

- )] Arrange for suitable full-time education for a permanently excluded pupil to begin no later than the sixth day of the exclusion;
- )] Attend the Governing Body meeting which must be arranged within 15 schools' days to review the Heads decision to permanently exclude the pupil; for academies attend the Governing Body meeting if requested to do so by the school or family;
- )] If the Governing Body upholds the Heads decision to permanently exclude the pupil, the LA will identify suitable education provision via the Fair Access Panel
- )] For maintained schools, if requested by the family arrange an Independent Review (IR) within 15 school days of the requested being received;
- )] For maintained schools, provide a SEN expert at the IR if requested by the family;
- )] Adjust the budget share for maintained schools and PRUs with delegated budgets, so the funding follows the pupil.

The Local Authority acts impartially and offers support to the family throughout the exclusion process. The LA also supports the school to ensure that they are following the correct procedures.

## Wider Educational Support Measures to support pupils at risk of exclusion

Excluded children are some of our most vulnerable, and they are usually known to and being supported by services, i.e. Social Services, Youth Offending Teams etc. They are placed in alternative provision because they cannot cope in mainstream, most often due to their poor behaviour. Many of these pupils have complex needs and require bespoke packages of support. Many are known to one another and through their 'gang' connections it may be hard to place them in provision where they are not known.

A range of measures are in place to support children that are placed in alternative education provision. Further work is also planned to identify additional alternative provisions especially given the Governments Troubled Families Grant will cease at the end of the financial year.

Detailed below are some of the other early Intervention services from the Council, which includes:



- ✓ An assessment of appropriate provision to support any SEN or disability needs of a child
- ✓ Arranging a multi- agency assessment for persistent disruptive behaviour
- ✓ Providing extra support for all groups with disproportionately high rates of exclusion.

In order to support a child who becomes a victim of child sexual exploitation, the Council has set up a project to protect and empower children against child exploitation called the 'PEACE' project. The project aims to address issues of both child sexual exploitation and child criminal exploitation across the borough by utilising a mixture of assertive outreach work, systemic family therapeutic intervention and a contextual safeguarding approach to safeguard young people from exploitation outside of the family home.

This project is a collaborative initiative with local partners and specialist organisations to create better outcomes for Hounslow's children by delivering direct work with young people, parents and the wider family.

In addition, the Hounslow Education Partnership (HEP) Secondary Schools has developed a pack as part of their response to knife and other violent crime; sends out letters to parents/carers which was developed in partnership with Hounslow's HEP and Met Police for distribution to all parents/carers about the response from Police and Schools to weapon possession and what to do if they are concerned. Hounslow Education Partnership Secondary Schools is committed to delivery of a world class education on all aspects of criminal behaviour and how to remain safe.

There are clear guidance's for schools and aligned in-school responses to possession of a bladed weapon, which takes into account both the law and the specific context of each incident and there is a quality multi-agency plan for response, prevention and rehabilitation of those involved in criminal behaviour. The Council also offer pupils and their parents/carers 'Managed Moves' where a pupil may also transfer to another school on a trial basis. The pupil and the parents must be in agreement to the trial transfer.

## HOUSING

What do we know?

There is over-representation of Black (17% vs. 7% borough pop.) and an underrepresentation of Asian (23% vs. 35% pop.) households on the housing register. This could represent disadvantages/ advantages in the housing market, or simply differing housing preferences. (e.g. Asian families sharing multi-generational homes, reducing their demand for housing).

There is over-representation of White British (45% vs. 32% pop.) and Black (23% vs. 7% pop.); and an under-representation of Asian (19% vs. 35% pop.) families living in our council homes. This could represent historical demand, historical advantages/ disadvantages for gaining access to council housing, or differing preferences for tenure of accommodation. Equality of access to council housing, on the basis of need, is assured by our Allocations Policy.

Council Housing Tenants - What do we know?

There is over-representation of White British (45 % vs. 32 % pop.) and Black (23 % vs. 7 % pop.); and an under-representation of Asian (19 % vs. 35 % pop.) families living in our council homes. This could represent historical demand, historical advantages/ disadvantages for gaining access to council housing, or differing preferences for tenure of accommodation. Equality of access to council housing, on the basis of need, is assured by our Allocations Policy.

Framing the Housing Response – Objective is to improve housing outcomes for all equality groups.

Developing responses to housing inequalities

- ) Need to have a disaggregation to a local level and drill down to establish the linkages between statistics and inequalities
- ) Housing inequalities do not exist in isolation of wider societal inequalities: e.g. educational attainment levels, income levels, health, inclusion, etc
- ) Housing policies and responses therefore need to relate to other policy levers: e.g. planning, regeneration, community development etc
- ) identification of priority causal factors and issues by looking at statistics to pick up the core areas of inequality.
- ) Developing effective solutions, which are likely to be cross-cutting.

BUT: addressing housing inequalities requires integrated responses, drawing on a range of other policy measures in an integrated way (e.g. planning, regeneration, poverty, regulatory services, etc.)

## ENVIRONMENT AND CULTURE

What do we know?

There is paucity of ethnic data on percentage of people who have taken part in and expect to take part in the arts, visited Arts, heritage sites, museums, in the borough. So, the department has put forward an ambitious raft of work to understand racial inequalities for their service areas. The department aims to revisit links between access to Leisure, Green Spaces and Health Inequality; to identify opportunities for Increasing BAME visitor numbers, to increase diversity and equalities in the street scene including reviewing street, parks and street assets naming policies.

Detailed below is a comprehensive plan to examine racial inequality across all service areas in this department.

Framing the response from Environment and Cultural Services and detailing new areas of work

### Promoting Race Equality in Culture and Arts

- )] Undertake an examination of percentage of people aged 16 and over who have taken part in and expect to take part in the arts, visited Arts, heritage sites, museums, in the borough by ethnicity. Purchase this data through a local user survey from a national provider
- )] Fund and support an externally led longitudinal study of local users and non-users in culture and the arts, to give a common baseline and dynamic reporting tool that participating organisations can directly benefit from (for funding and developing wider audience engagement)
- )] Review and build on existing sectoral studies of participation barriers (including representation and visibility in Culture programming) to sense-check local experience and develop recommendations
- )] Progressing towards an inclusive mapping of participation data to Culture offer across the borough, which transforms audience and user engagement through better understanding. Locally aim is to examine participation in activities, volunteering and decision making and aim to increase BAME visitor numbers
- )] Audit the historical context of culture offer (Statues, Buildings etc) within the borough to assess how this can be made more inclusive – links to slavery, silent BAME history, LGBTQI+ etc

### Promoting Racial Equality in the Public Realm

- )] In Hounslow we have some really good examples for BAME and LGBTQ+ representation in the borough (Steve Biko Way/Paul Robeson Theatre) but some of the legacy names could have questionable links to the slave trade from the 1600s-1800s (eg a number of roads and spaces in Cranford and Heston linked to Berkeley Family with known links to the slave trade)
- )] We will undertake an audit of Public Realm including street names, building names and park names, graffiti policy, to assess any immediately concerning issues, developing an action plan to address these following a review of the assets naming policy.
- )] Need to understand participation data where this exists to enable an assessment of barriers to activities – language, content etc

- ) Undertake an analysis of events to understand participation and local initiatives
- ) In Hounslow we will be Mapping ethnicity data against environmental data – (Access to Green Space, Canopy cover (Trees), Nature sites, Leisure Sites).
- ) Examine participants in public space volunteering and local environmental activities to further explore barriers to participation.

#### Promoting Race Equality in Transport and Environment

- ) Review policy areas including impact from poor air quality and noise pollution; access to services and opportunity (availability of mobility choices and density of service provision and Road dangers
- ) Mapping ethnicity data against air quality and noise data where available.
- ) Through the climate emergency action plan we are also looking at reducing carbon emissions and where investment in reducing these could have additional positives in reducing other factors which cause inequality (e.g. reducing fuel poverty by installing insulation etc)
- ) Exploring how the availability of mobility choices interacts with ethnicity to understand how transport policy might impact on access to services and opportunities by different groups
- ) Redoing our assessment of ethnicity in respect to injuries occurred on the road. Where necessary developing bespoke interventions for different communities (e.g. the Somalian road safety education project undertaken by Hounslow a few years ago)

## THE COUNCIL AS AN EMPLOYER

As large employers, local councils often fall short of the standards we set. Equality should not be a compliance issue – we want to be aspirational, and we are committed to becoming a world class inclusive employer. We want to hear what our staff have to say. We want to give voice and agency. We want our staff to feel safe and valued, sharing their contributions to the equality debate freely, openly and honestly, in the confidence that what they say will lead to change

The Council has adopted new values: Lead with heart; do new; harness the mix; pass on the power; and be a rock. These values have a powerful resonance with equality values and will embed equality into the culture and fabric of our organisation. We have already undertaken a raft of work to put equality at the centre of our HR work and they include:

- ) Improved equality data about our people, and more sophisticated analysis of it by equality characteristics
- ) All staff survey – recently closed, analysis and action planning underway
- ) Will follow up with more in depth / focused surveys and conversations – BLM survey in August
- ) Establishing network groups – BAME, disabled workers, LGBTQ+, women
- ) Conversations with staff to address any structural / systemic inequality in response to national Covid 19 findings
- ) A comprehensive learning and development programme for all our people. This is being commissioned currently
- ) Specific EDI learning for people who manage people
- ) Specific EDI learning for leaders
- ) Knowing our communities
- ) Refreshing our Organisational Development plan through an equality lens (with network groups) – ensuring an inclusive employee journey
- ) Aspirational development programmes where positive action is justified and where this is an appropriate intervention
- ) People resourcing and talent management and development – including a new performance conversations approach including equality and inclusion, as well as a better way of enabling people to learn and develop themselves, every day. We have also reviewed our role profile format so that they are more inclusive, and we are consequently able to attract a more diverse range of talent. Where we have tested these, that has proven to be the case.

## Key Recommendations

The work to tackle racial inequalities is ongoing and the programme of work highlighted above by the various departments will have significant impact for reducing structural and systemic inequalities experienced by BAME communities. However, the Task Group also considered more strategic recommendations to reinforce the work already planned by departments, under the following five headings:

- ) Strategy and Policy,
- ) Members and Community Leadership,
- ) Partnerships and Community,
- ) Our organisation and Our People, and
- ) Operational Delivery.

The rationale and details of the key recommendations under each heading above are set out in the main report.