

the people we serve

our equalities approach

leadership and influence

access and communication

consultation and participation

best value services for all

exclusion and renewal

the people we employ

# achieving equality; respecting diversity

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HARINGEY COUNCIL | Equal Opportunities Policy





achieving equality;  
respecting diversity

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HARINGEY COUNCIL | Equal Opportunities Policy

# Contents

<b>Section 1</b>	<b>The people we serve</b>	<b>6</b>
<b>Section 2</b>	<b>Getting in touch with the people - the challenge of modernisation</b>	<b>8</b>
<b>Section 3</b>	<b>Meeting our legal obligations</b>	<b>10</b>
<b>Section 4</b>	<b>Our equalities policy statement and goals</b>	<b>11</b>
<b>Section 5</b>	<b>Our equalities approach - Mainstreaming Plus</b>	<b>13</b>
<b>Section 6</b>	<b>Leadership and influence</b>	<b>15</b>
<b>Section 7</b>	<b>Access and communication</b>	<b>18</b>
<b>Section 8</b>	<b>Consultation and participation</b>	<b>20</b>
<b>Section 9</b>	<b>Best Value services for all - the services we provide and procure</b>	<b>22</b>
<b>Section 10</b>	<b>The people we employ</b>	<b>25</b>
<b>Section 11</b>	<b>Supporting the people we employ - the training we provide</b>	<b>28</b>
<b>Section 12</b>	<b>Exclusion and renewal</b>	<b>29</b>
<b>Section 13</b>	<b>Policy responsibilities</b>	<b>31</b>
<b>Section 14</b>	<b>Policy implementation</b>	<b>32</b>
	- Responsibilities for policy	
	- Mainstreaming through policy proofing	
	- Mainstreaming and Best Value	
	- Mainstreaming and Business Planning	
	- Mainstreaming and Performance Management	
<b>Section 15</b>	<b>Policy monitoring and review</b>	<b>36</b>
<b>Section 16</b>	<b>Breaches of the policy</b>	<b>37</b>

# Appendices

<u>Appendix 1</u>	<b>Statements of principles in each equalities area</b>	<b>38</b>
<u>Appendix 2</u>	<b>Glossary of terms</b>	<b>42</b>
<u>Appendix 3</u>	<b>Equal opportunities and the Law</b>	<b>46</b>



# The people we serve

- 1.1** Some 220,000 people live in Haringey: women and men, disabled and non disabled, ethnic minorities and supposed majorities, old and young, heterosexual, lesbian and gay, faith and non-faith communities. These communities and their experiences overlap. People's sense of themselves is evolving. This is particularly so for ethnic minority people, many of whom were born in Haringey. Some other parts of Britain share this diversity. However, what makes Haringey so different is both the size and the range of its diversity:
- Approximately 55% of the population are white British.
  - Nearly 45% of Haringey's population are from the ethnic minority communities including Black African, Black African-Caribbean, Chinese, Greek-Cypriot, Turkish-Cypriot, Indian, Pakistani, Bangladeshi, Irish, Jewish and Kurdish communities. This population is changing and some communities are increasing.
  - Approximately 10 percent of local people are refugees and asylum seekers.
  - More than 50% of the local population are women.
  - More than 10% of the local population are estimated to have a disability.
  - A total of 25% of the local population are aged 50 plus.
  - National Research suggests between 5-10% of the population are lesbian or gay.
- 1.2** Haringey is like a global village. It is one of the most diverse parts of one of the busiest capital cities in the world. This is potentially Haringey's biggest advantage and is a tribute to, good community relations, the contribution of local communities and this council's work to promote equality.
- 1.3** The borough functions daily because its diverse communities contribute so much to local business life and to the delivery of local services. However, diversity and disadvantage co-exist in Haringey. There is much deprivation and discrimination. In Haringey there are:
- high levels of unemployment, amongst young people,
  - high numbers of lone parents living in poverty,
  - high levels of long term unemployment,
  - low rates of educational achievement,
  - high levels of homelessness,
  - high mortality rates.
- 1.4** Deprivation affects all local communities, not least the local white British population, who live in a borough marked by an east-west polarisation of deprivation and wealth. However, deprivation is particularly concentrated amongst ethnic minorities, women, disabled people and older people. A complex set of factors is occurring, including, industrial decline, economic restructuring, social exclusion and discrimination.
- 1.5** Diversity gives rise to very different needs. The council's provision of 'appropriate services' is a best value challenge permeating all that we do.

## Diversity gives rise to very different needs

- 1.6** This council must ensure that local needs are met. The council will focus attention on people in greatest need. This equal opportunities policy will help the council respond to local needs across all services.



# Getting in touch with the people

## - the challenge of modernisation

- 2.1** The Government has challenged Councils to get in touch with local people, to provide accessible services appropriate to local needs and to renew local democracy. This is the challenge of modernisation. In Haringey getting in touch with the people requires engaging with the diversity of the borough's population and tackling issues of exclusion, disadvantage and discrimination. This is necessary to meet our commitment to target the greatest needs.
- 2.2** Modernisation involves internal and external transformation over ten years. Councils will put themselves back in touch with local people. Internally, this involves:
- more accountable decision-making
  - introducing scrutiny arrangements, including community scrutiny
  - enhanced public consultation and participation
  - continuous performance improvements through the application of best value
- 2.3** Externally, this involves working in partnership to tackle social exclusion and regenerate deprived and excluded neighbourhoods.
- Challenging institutional discrimination and demonstrating fairness**
- 2.4** Modernisation creates opportunities to make further progress on equalities issues. This council welcomes the challenge to modernise and is committed to furthering its equal opportunities objectives through modernisation.
- 2.5** Modernisation has coincided with the publication of the Lawrence Inquiry, the most significant commentary on race equality in Britain in the past 15 years.
- 2.6** It renewed emphasis on the particular reality of institutional racism.
- 2.7** The Lawrence Inquiry defines institutional racism as: *"the collective failure of an organisation to provide an appropriate and professional service to people because of their colour, culture or ethnic origin. It can be seen or detected in processes, attitudes and behaviour which amount to discrimination through unwitting prejudice, ignorance, thoughtlessness and racist stereotyping which disadvantage minority ethnic people. It persists because of the failure of the organisation openly and adequately to recognise and address its existence and causes by policy, example and leadership. Without recognition and action to eliminate such racism it can prevail as part of the ethos or culture of the organisation"*.
- 2.8** The Lawrence Inquiry states that because of institutional racism "there is an inescapable need" for every public institution to demonstrate fairness in all that they do. Too many people have "lost faith in the system".
- 2.9** It is clear that discrimination is also institutionalised in terms of age, disability, gender and sexuality.
- 2.10** The implications of the renewed emphasis on institutional discrimination is that a concern with equality must be a whole organisation concern. Equalities must become part of the mainstream.

## Modernisation creates opportunities to make further progress on equalities issues.

- 2.11** Modernisation asserts that local government is insufficiently accessible, accountable, and high performing. The Lawrence Inquiry at the same time asserts that local government is open to the charge of institutional discrimination. The arrival of the Lawrence Inquiry creates an opportunity for a more inclusive modernisation programme - adding fairness to the focus on access, accountability performance.
- 2.12** The council is committed to responding to the challenge of institutional discrimination by institutionalising an anti-discrimination ethos across the organisation - through pursuing a renewed focus on mainstreaming equalities in all core activities of the Council.
- 2.13** Equalities will be vigorously mainstreamed into Best Value, business planning, community consultation, performance management, Regeneration, exclusion and other key agendas.

# Meeting our legal obligations

- 3.1** The council has legal responsibilities to promote equal opportunities through the following pieces of legislation:
- Disabilities Discrimination Act (1995).
  - Race Relations Act 1976 (and its amendments of 2000).
  - Sex Discrimination Act 1975.
- 3.2** The council also has legal responsibilities to address specific aspects of equal opportunity, or discrimination through other pieces of legislation.
- 3.3** The council has responsibilities to promote equal opportunities on the grounds of age through working to the standards set out in the Government Statutory Code of Guidance on Age Discrimination in Employment (DFEE 1999).
- 3.4** The council will have responsibilities to promote equal opportunities on the grounds of sexual orientation through working to the standards to be set out in the forthcoming Government Code of Practice on Discrimination on grounds of Sexual Orientation in Employment (DFEE and EOC expected 2000 - 2001).
- 3.5** The council will have a responsibility to ensure compliance with the Human Rights Act (1998) which comes into effect on October 2nd 2000.

# Our equalities policy statement and goals

**4.1** Throughout its work, Haringey Council is committed to reflecting the full diversity of the community it serves and to promoting equality of opportunity for everyone. We accept that the council is not free of unintended institutional discrimination. We will work to eradicate it.

We aim to ensure equal access to our services by all citizens on the basis of need and to provide services in a manner that is sensitive to the individual whatever their background. We will represent the needs of our diverse communities to other agencies and make equal opportunities a key guiding principle in all of our work with our partners. We will ensure that our workforce reflects the community it serves. We will take positive action to realise our equality of opportunity policy.

We are committed to eliminating discrimination on the grounds of:

- age
- disability
- colour, ethnic origin, nationality, national origin or race
- gender
- HIV status
- marital status
- religious belief
- responsibility for dependants
- sexuality, or
- unrelated criminal conviction.

It is the responsibility of every employee of the council to uphold and implement this policy.

It is the responsibility of each individual manager, at all levels, to plan and provide their services to realise this policy.

## 4.2 Our Equalities goal and aims

**4.2.1** The Overall goal is to create: 'A council which ensures the provision of services appropriate to local need, valued by all and delivered by staff who reflect the diverse communities we serve'.

**4.2.2** The aims of the Council in respect of equal opportunities are threefold: -

1. To promote and demonstrate fairness and equality of opportunity in the provision of services.
2. To promote and demonstrate fairness and equality of opportunity in the employment of staff.
3. Achieve measurable progress against agreed targets in mainstreaming equal opportunities throughout the Council and all its operations.

**4.2.3** We will realise the goals and aims by implementing our equal opportunities policy through a programme known as Mainstreaming Plus.

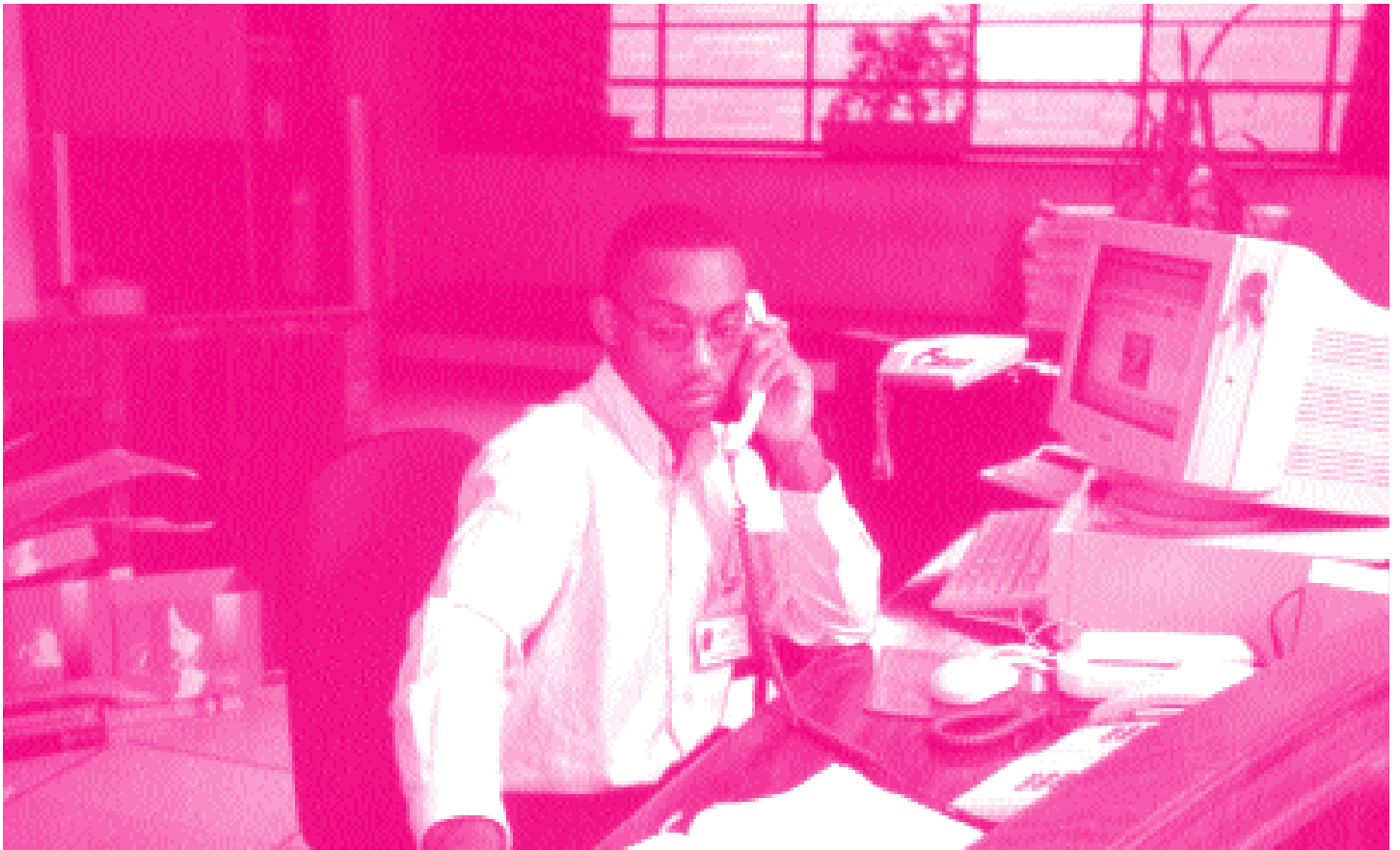
**4.2.4** Equal Opportunities involves recognising and accepting that discrimination and disadvantage mean some people have not had equal access to services and employment. It also involves recognition of diversity which may require that services and opportunities be developed to meet different needs.

It is the responsibility of every employee of the council to uphold and implement this policy.

**4.2.5** Service delivery requirements vary considerably. Equality of opportunity means providing and procuring council services fairly and in ways that meet the diverse needs of the community. Best value will address these diverse needs. Discrimination includes denying particular groups their rightful services.

employment opportunities and to all employment related activities within the Council. Equal opportunities will help ensure that the appropriate people will be appointed to deliver council services.

**4.2.6** In the employment of staff, equal opportunities means ensuring that there is equal access to all



# Our equalities approach

## - Mainstreaming Plus

- 5.1.** Haringey Council adopted an equal opportunities policy statement in 1986. That statement shaped the work that led to initial equalities targets being achieved.
- 5.2.** In 1992 a review of its equalities strategy concluded that the council should develop its equalities work through an approach known as 'Mainstreaming'.
- 5.3.** Mainstreaming equal opportunities means the council will explicitly address and include equalities at every stage in policy, planning, service delivery and review processes. All our core activities will take equalities into account. In practice this will mean:
- building the competence of staff to achieve equality results,
  - steering and supporting staff efforts with equalities expertise,
  - setting clear equalities indicators and targets in all work activity,
  - creating clear accountability,
  - appraising performance,
  - recognising achievements,
  - tackling under performance,
  - challenging persistent failures.
- 5.4.** From 1992 to 1999 the council developed the mainstreaming of equalities approach through:
- Production of a management Manual entitled 'From the Margins to the Mainstream'.
  - Training for management and staff on mainstreaming.
  - Building equalities into the council's planning processes.
  - Introducing an equalities audit framework.
  - Setting and reviewing policy development and delivering a generic Equalities Co-ordinating Committee.
- 5.5.** A further review (December 1999) highlighted mainstreaming's achievements:
- Continued progress in meeting overall equalities targets.
  - Increasing mainstream awareness and competence on equalities matters.
  - Increasing evidence of managers assuming responsibility for equality achievements.
- 5.6.** The 1999 review confirmed that mainstreaming is still the correct approach. Many agencies, including Central Government, increasingly pursue this approach to promoting equality.
- 5.7.** The 1999 Review concluded, however, that the level of progress had not achieved what was originally envisaged in 1992. It was agreed to pursue a renewed member and managerial package of measures known as 'Mainstreaming Plus'.

Progress will be reviewed and reported regularly. A summary of the Action Plan will be publicly available.

**5.8.** Mainstreaming Plus is a simultaneous range of specific equalities initiatives alongside mainstream actions. Examples include the establishment of:

- an Equalities portfolio in the Executive-Cabinet,
- an Equalities Scrutiny Panel,
- a Corporate Equalities Management Team chaired by the Chief Executive,
- Directorate Equalities Forums linked to Directorate Management Teams,
- the Mainstreaming of equalities into all aspects of modernisation including best value, performance management, community, consultation, social exclusion and renewal,
- equalities policy proofing,
- Borough Equalities Strategy, involving key partners and community representatives in forging and delivering an externally focussed Equalities Strategy.

**5.9.** Details of the structures to support Mainstreaming Plus are set out in Appendix I.

**5.10.** This council is pursuing a twin-track approach to its modernisation of equal opportunities:

1. An internal modernisation programme known as Mainstreaming Plus which this policy document addresses.
2. An external modernisation programme known as the Haringey Equalities Partnership which will be forged with key partner agencies and local communities and will set out a Borough Equalities Strategy.

**5.11** This internal Mainstreaming Plus policy will integrate with the Borough Equalities Strategy.

**5.12.** The policy objectives set out in this policy will be implemented through an annual Action Plan with time based targets. Progress will be reviewed and reported regularly. A summary of the Action Plan will be publicly available.

# Leadership and influence

**6.1.** Councils enjoy a position of leadership and influence as:

- democratically elected community leaders,
- often the largest local employer,
- providers of a broad range of services,
- major procurers of services.

**6.2.** Sustained community and organisational leadership are essential to achieving lasting progress on equalities issues. Progress will be achieved if equalities issues are explicit in the leadership, planning and management of every service and activity. This is mainstreaming in practice.

**6.3.** The leadership challenge on equalities applies to the:

- The Council and it's Executive,
- Management Board and all line managers,
- Service Managers.

**6.4. The Council's Executive**

The Executive will:

- establish a designated Cabinet portfolio on Equalities,
- establish an Equalities Scrutiny panel,
- agree and oversee the implementation of a Mainstreaming Plus policy to embed equal opportunities in all aspects of modernisation supported by an annual Action Plan with time based targets,
- externally lead key agencies to forge a Borough Equalities Strategy,
- establish a modernised consultative committee with local ethnic minority communities,
- report its annual performance on equalities to local residents, community representatives and employees through the Performance Plan.

**6.5. The Management Board**

Led by the Chief Executive, the Management Board will provide management leadership for the Council's equal opportunities policy.

The Management Board will:

- act as an examples of good equal opportunities practice collectively and individually,
- ensure that the corporate organisation is resourced to meet its equal opportunities objectives,
- be accountable for their achievements against the council's equal opportunities objectives and the corporate annually agreed Action Plan,
- be accountable for their management actions in the context of their impact on the council's equal opportunities objectives.

Progress will be achieved if equalities issues are explicit in the leadership, planning and management of every service and activity. This is mainstreaming in practice.

#### **6.6 Service Managers**

Service Managers will:

- implement the policy as part of mainstream service management,
- explicitly address equalities in their Business Plan, review and report achievements,
- set equalities indicators for their service and report performance as part of the performance management system,
- be responsible for ensuring their staff uphold and further the equal opportunities policy,
- appraise staff performance on equalities as part of performance appraisal.

#### **6.7. Promoting equal opportunities through influence**

- act as an examples of good equal
- Haringey Council recognises that it has a role to play in promoting equal opportunities through its ability to influence the wider community, external organisations and institutions.
- Haringey Council recognises that it can use its powers of influence to promote equal opportunities as follows:-
  - through its community leadership role;
  - through its ability to help form and guide public opinion;
  - through its partnership arrangements;
  - through the organisations on which it is represented;
  - through the grants it gives to voluntary sector organisations.

#### **6.8. Community Leadership**

Haringey Council is committed to both modernising its internal equal opportunities policy and practices as set out in this document, and to leading externally a Borough Equalities Partnership with key partners and community stakeholders. The Borough Equalities Partnership will be led by the Council in its Community Leadership role. The Council's external and partnership, based equalities work, will be set out in the Borough Equalities Partnership. This document focuses on Council specific activity.

#### **6.9. Opinion forming**

Haringey Council is committed to acting as a model of good equal opportunities practice, and thereby using its position to help create a climate in which equality of opportunity objectives become more widely accepted throughout the local community. The Council is committed to presenting a positive image of its equal opportunities work through effective communication of its policies and practices and through the public statements of its Members and officers.

#### **6.10. Partnership Arrangements**

The Council recognises that its various partnerships provide opportunities for both making the case for and further promoting equal opportunities, both with the private sector and with other public bodies. The Council is committed to promoting equal opportunities within such arrangements as a fundamental part of good management practice.

### **6.11. Representation on External Bodies**

Haringey Council is represented on a number of external bodies, ranging from statutory or quasi-statutory organisations such as Learning - Skills Councils, London-wide bodies, to school governing bodies and management committees of external organisations. The Council recognises that its representatives on such bodies are in an ideal position to raise issues of equality of opportunity and is committed to doing so as appropriate. The Council will produce a code of practice to assist in this work.

### **6.12. Grant Aid**

Haringey Council allocates a proportion of its budget in grant aid to a number of organisations. It is Council policy, and will remain a condition of grant aid, that a voluntary organisation funded by the Council adopts and implements an equal opportunities policy. The Council is committed to regularly monitoring whether or not organisations are complying with equal opportunities grant aid conditions. The Council is also committed to further developing good equal opportunities practice in the voluntary sector, and will in part, do this through publicly commending organisations who have achieved a high standard of equal opportunities practice. The Council is also committed to furthering equality of opportunity by targeting grant aid to those in need, thus benefiting those that are most disadvantaged.

# Access and communication

**7.1.** The council recognises that equal access to services and information can help reverse the cycle of inequality. Public services in Britain are undergoing an information and communications transformation. The Government has set itself the following targets:

- removing barriers to effective and convenient service provision,
- delivering services that are joined up and responsive,
- where there is demand, make public services available 24 hours a day, seven days a week,
- by 2002, 25% of dealings with government should be possible electronically,
- by 2005, this to have risen to 50% and by 2008 to 100%.

**7.2.** The Government wishes to see public services that meet the needs of citizens, not that simply suit the convenience of providers. It is committed to information technology that will provide convenient ways for people to communicate with public service agencies.

**7.3.** This council believes that the advances in information and communication offer opportunities to:

- transform service delivery,
- extend consultation, and engage communities in new ways in local democracy,
- increase information availability.

**7.4.** This council is committed to ensuring that these advances in information and communication are developed locally for the benefit of Haringey's diverse communities. This Council recognises that being excluded and treated unequally is difficult and unjustifiable in any circumstance. Being excluded and disconnected in an increasingly connected borough will have even greater consequences.

**7.5** This council has a number of important equality obligations, commitments and initiatives in terms of access, information and communication, including:

- Access to Services initiative,
- Translation and Interpreting services including both community languages, and communication with disabled people,
- regular communications with all households.

## Access to services

**7.6** The council intends to follow the Government's lead through a major Access to Services initiative.

**7.7** Through this initiative the council will seek to provide all communities with access to council services, when and how local people want them. This will involve the establishment of Customer Service Centres and a Council Call Centre.

**7.8** The access to services initiative will route all local people into every key council service. This will be at the heart of our equalities strategy.

This Council recognises that being excluded and treated unequally is unjustifiable in any circumstance. Being excluded and disconnected in an increasingly connected borough will have even greater consequences

**7.9** In terms of access to services the council will:

- continue to consult residents including target groups on how they wish to access council services,
- locate Customer Service Centres in areas accessible to local people,
- build equalities into the design of any Customer Service Centres including physical access, parenting facilities, communication aids,
- provide access to services at appropriate times for diverse users,
- promote and publicise the services developed under Access to Services amongst the Borough's diverse communities,
- provide access to translation and interpreting facilities through access to service initiatives,
- provide on line access to a range of key council services in the most frequently used community languages,
- ensure that access to services initiatives address the access requirements of the Disability Discrimination Act,
- seek to employ the best staff in Customer Service Centres and Call Centres reflecting local diversity,
- regularly review the access to services initiative together with local communities including target communities, and report back on performance to all local people.

### Translation and interpretation

**7.10** The opportunity to communicate in a range of community languages is an essential tool to support equal access in Haringey.

**7.11** This council will seek to ensure that:

- information on key council services is available in a range of the most frequently required community languages for communities whose first language is not English,
- a high quality interpreting service is available in a range of community languages for service users whose first language is not English,
- keep under review the changing demands for translated materials and provide translated information in the most frequently required languages,
- communities whose first language is not English are offered opportunities to learn English,
- braille, signing, taping and other communications aids are made available as appropriate.

### Communication with all households

**7.12** This Council regularly communicates with all local households. The Council is committed to developing access to borough wide publications including Haringey People, our monthly magazine. The Council will facilitate access to its main publications upon request in a range of community languages and in accessible formats for people with disabilities.

**7.13** This council is committed to positively reflecting the diversity of the local population in all its publications as part of its commitment to equal opportunities and the fostering of good community relations.

# Consultation and participation

**8.1** The Government views consultation and participation as central to how a modern council should operate. Councils should:

- involve and respond to local people and local interests,
- engage excluded groups,
- install modern decision-making with, effective leadership, consultation and scrutiny arrangements,
- develop in partnership and consultation a vision and plan for the area,
- display a culture of openness.

**8.2** Haringey Council welcomes the Government's view of consultation and participation. It recognises the need to access a wide range of views to carry out its decision-making and planning processes.

**8.3** This council recognises the need to modernise its consultation and participation arrangements to embed the concerns of diverse local communities into local decision-making.

**8.4** The council recognises the need for ongoing consultation and participation with diverse and disadvantaged communities. Decision-making must maximise opportunities for diverse and disadvantaged communities to express their opinions and concerns to the council. The Council recognises that different communities may require specific consultation and participation mechanisms. Experiences and issues may have to be treated differently in order to ultimately treat all equitably. The Council also recognises employees who work with diverse communities must be consulted. Similarly,

**8.5** This council is committed to ensuring that any community consultation or participation mechanisms will have provision - participation across the diversity of local communities.

**8.6** The Council will:

- Establish a Consultation Strategy and Action Plan which will provide a strategic framework within which individual consultation initiatives will fit and will support the council's equalities objectives.
- Require individual service based consultation initiatives to address consultation with diverse local communities.
- Set up and widely publicise its decision making cycle setting out when consultation will take place, with whom, and how the outcomes of this consultation will feed into decision-making.
- Undertake specific consultation initiatives with residents in target communities where surveys may be inappropriate. We will ensure that such consultation is accorded parity of consideration in decision making.
- Establish and maintain equalities specific consultation mechanisms and ensure their outcomes are fed into the decision making structures and accorded parity of consideration with the outcomes of other consultation initiatives e.g. a modernised Ethnic Minorities Joint Consultative Committee. These specific mechanisms will compliment resident focused consultation with community representatives' views.
- Initiate and lead an inclusive Civic Forum to create a shared vision and plan for the area.
- Initiate and lead an inclusive Annual Borough Conference for the purposes of borough

## Decision making structures must maximise opportunities for diverse and disadvantaged communities to express their opinions and concerns to the council

community planning. The Annual Conference will directly inform the work of the Civic Forum on borough wide Community Planning.

- Develop a series of neighbourhood assemblies, representative of the diverse local communities informing neighbourhood planning supporting councillors to keep in touch with local communities and feeding local views into wider borough planning.
- Continue to develop and refine its Scrutiny arrangements so that equalities considerations are built into Scrutiny functions by:
  - Consulting with diverse communities on the Council's Scrutiny programme.
  - Explicitly addressing equalities issues within each mainstream scrutiny exercise as appropriate.
  - Focusing the Equalities Scrutiny Panel on scrutiny of the council's equalities strategy implementation, and conducting equalities themed Scrutiny reviews within the mainstream scrutiny programme.
  - Involving representatives of diverse communities in Scrutiny Panels and reviews.
  - Targeting Haringey's diverse communities to participate as service users in any public scrutiny reviews and to attend all Scrutiny Panel meetings.

# Best Value services for all

## - the services we provide and procure

- 9.1.** Securing appropriate local services which people need at a level which taxpayers are prepared to pay is a key challenge for the modern Council. Meeting this challenge is known as providing best value services.
- 9.2** The Government has established a framework for the provision of best value services for local people. The elements of this framework include:
1. Community planning - setting a vision, values and top priorities for the borough in consultation and within which all best value decisions will be considered.
  2. Corporate approach - ensuring consistency and alignment between individual reviews and overall corporate objectives.
  3. Challenging why a service is being provided.
  4. Comparing with others' performance.
  5. Consulting with service users, non-users, taxpayers, business and target groups within all these groups.
  6. Competing - embracing fair competition as a means of securing services for the future.
- 9.3** This council is committed to using the application of Best Value to further its equalities objectives.
- 9.4** The application of Best Value in Haringey will support the Council's equalities objectives through the following measures:
- service users will be entitled to receive appropriate services which takes into account service users background, diverse needs and issues of discrimination,
  - services will be responsive and flexible to changing priority needs in the local community,
  - services levels will be targeted to greatest needs,
  - services will be planned and delivered and involve consultation with local users and non-users including people from diverse backgrounds,
  - measurable equalities indicators in service delivery will be set and monitored,
  - this will be used to identify service take up, to inform future reviews and to contribute to the demonstration of fairness,
  - positive action programmes will be developed to target the needs of particular disadvantaged groups as appropriate.
- 9.5** Best value will determine the shape of local services in fundamental ways. The Council will ensure that equalities considerations flow through each stage in the local application of Best Value. In this way Best value will shape local services to meet the diversity of local need.
- 9.6** This council has a range of corporate policy objectives. They will influence this council's views about whether a particular form of service delivery will 'work' for Haringey in the future. These policy objectives and priorities include our Council Vision and our Community Plan priorities. All of these are underwritten by our equal opportunities objectives.

**Best value will determine the shape of local services in fundamental ways. The Council will ensure that equalities considerations flow through each stage in the local application of Best Value.**

- 9.7** This council will ensure that the application of Best Value as the means of securing appropriate local services will:
- value reviews,
- ensure equalities considerations are incorporated in our Best Value Framework and through this in each Best Value Review,
  - ensure that equalities considerations are incorporated in our Best Value Audit Framework and through this in the Audit of each individual Best Value Review,
  - challenge service contributions to equality objectives,
  - consult on service accessibility and appropriateness to target groups in consulting service users, non-users and other stakeholders,
  - compare on equalities performance with other service providers; consider appropriateness of provision by different communities for their members and compare equalities achievements in better performers in public, private and voluntary organisations,
  - ensure that a link is made between the employment and service delivery aspects of equal opportunities recognising that quality services rely on competent staff who reflect local diversity.
  - include equality targets and indicators as part of improvement plans in defining improvements to be made,
  - ensure that the reviewed service is communicated appropriately to diverse groups and ensure implementation of equalities initiatives in improvement plans in the delivery of Best Value,

- conduct follow up consultation with diverse groups to measure satisfaction.

### Equalities and procurement

- 9.8** Procurement is a central element of the Government's approach to Best Value. The government states that 'Best Value recognises that good procurement practice is essential if local government is to obtain real improvements in service cost and quality' (April 2000).
- 9.9** Under Best Value the Government are committed to a mixed economy of service provision at a local level with services provided by the public, private and voluntary sectors, sometimes in partnership, sometimes as single providers - but with the provider determined by the pragmatism of 'what works'. What 'works' in Haringey will be influenced by the Council's vision and policy objectives including equality objectives as relevant to deliver the contracts in question.
- 9.10** The national Best Value guidance emphasises:
- the need for an open mind as to who will provide the service in future,
  - that authorities will be expected to demonstrate that they have selected the option most likely to deliver Best Value to local people,
  - where there is a developed market, retaining work in-house will only be justified where the authority can show that it is competitive with the best alternative. This will often be through fair and open competition.

future service providers will be determined by pragmatism of 'what works: what works in Haringey will be influenced by the councils equalities objectives

- 9.11** The Best Value Legislation and Statutory guidance constrain the choices available but they do not eliminate any authority's discretion to choose where it can justify the decision. In this context this council is committed to developing a Strategic Procurement Policy to inform its future procurement of services arising from the application of Best Value.
- 9.12** The Council's Procurement Policy will identify the range of procurement routes that the Council may use in response to best value. The Council will build equal opportunities objectives and considerations into all procurement routes
- 9.13** Many Council services involve contact between providers and users of the service, or the wider community. This will require equal opportunities issues to be explicitly addressed - the Council will address equal opportunities issues fully, but in ways that do not prejudice fair competition or value for money.
- 9.14** Where this Council decides to apply open and fair competition to services it will:
- seek evidence of potential providers commitment and achievements on equality,
  - seek evidence of how potential providers will fulfil the service requirements for equality,
  - ensure the decision to seek external providers takes into account the impact on equality issues both in employment and on users,
  - provide for equalities inspection of contracted services as for other contract inspections of quality etc.
- 9.15** This Council will also adopt ways of procuring services which support a diversity of both service and community providers.

# The people we employ

- 10.1.** Effective staff are essential for any organisation to perform well. This is particularly so in a local authority where staff have a decisive influence on the way the whole organisation is perceived and experienced by local people.
- 10.2** This Council recognises the link between the services it provides or procures and the people who deliver these services. Achieving equality in service delivery will be furthered by a competent workforce who reflect the diversity of local service users. This Council values a diverse workforce and will use its diverse workforce to ensure appropriate services are delivered to local people.
- 10.3** This Council's objective for equal opportunities in employment is to ensure equality of opportunity in all aspects of the employment cycle, including, recruitment, appraisal, training, promotion, redeployment, redundancy and retirement processes. The Council will ensure that this overall objective applies across all services and that no job applicants or no employee shall receive less favourable treatment than another and that no one shall be disadvantaged by conditions or requirements other than on a genuine occupational requirement basis.
- 10.4.** The Council has made substantial progress in terms of equality of opportunity in employment for ethnic minorities - with 49% of the overall workforce of ethnic minority origin in 1999.
- 10.5.** There remains specific under-representation from a number of ethnic minority communities at all levels and there is substantial under-representation of employees of all ethnic minority communities in senior management grades.
- 10.6.** There is significant under-representation of women in managerial and senior management grades.
- 10.7.** There is significant under-representation of employees with disabilities in all levels of the Council's employment.
- 10.8.** This Council will promote equality of opportunity in employment whilst recognising that employment opportunities in the authority are changing and declining. The decline in employment opportunities within the organisation will continue. Turnover, new skill requirements and the changing nature of work will however create new opportunities. With the increasing application of Best Value, more areas of service will no longer be directly provided by the Council - some will be provided in partnership - some will be provided externally. This council will invest in all its employees to support their employability in a mixed economy of service provision. At all times and in all contexts, and at all levels of this Council will seek to promote equality of opportunity in employment.
- 10.9.** The Council will:
- ensure that everyone receives equality of treatment in recruitment and employment by the Council.
  - take positive action measures to reduce the effects of discrimination and disadvantage.
  - ensure that all Managers and employees are aware of the Council's Equal Opportunities Policy and their rights and responsibilities in relation its implementation and the

consequences of unacceptable behaviour. Managers and employees will be made aware of their responsibilities to further the mainstreaming of equalities in the context of their actual job. All staff will be provided with an Equal Opportunities - Rights and Responsibilities handbook. This will provide advice on whom to contact if employees need advice in furthering equalities within their job. It will also identify who to contact if employees believe they have been unfairly treated and wish to register a complaint.

- establish Directorate Equalities Forums including managers - staff from each Business Unit in implementing the Council's equalities policy and action plan locally, taking into account the experience and inputs of local staff.
- ensure the development and consistent implementation of discrimination - harassment policies and procedures which cover all equalities areas. The Council recognises that harassment of employees and service users is unacceptable and it is the responsibility of management to deal with cases of harassment. Individuals experiencing harassment will be encouraged to take action. All complaints will be treated seriously. This Council will investigate thoroughly and promptly complaints of discrimination, victimisation or harassment by employees of the Council in accordance with its approved procedures. Acts of discrimination, victimisation or harassment by employees will be treated as serious disciplinary offences. The Council will develop its harassment procedures to integrate with a

wider borough wide Harassment Strategy shared with partner agencies.

- keep under review the Council's recruitment code of practice ensuring that it retains an equal opportunities basis whilst reflecting the changing situation in the local authority. This Council will ensure that its recruitment and selection procedures accord with the codes of practice produced by the Government and the national Equality Commissions.
- continue to undertake and further develop regular disabilities, ethnic and gender monitoring of the Council's workforce profile.
- produce a regular age headcount profile of the Council's workforce alongside ethnic, gender and disabilities headcounts, analysing and evaluating these headcounts and taking appropriate corrective action.
- develop equal opportunities monitoring across the employment cycle on a phased and systematic basis - covering in time application, appointment, appraisal, training, progression, redeployment, redundancy, secondment, disciplinaries and employee discrimination and harassment complaints and exit interviews. This Council will regularly review policies, procedures and their implementation in all of these aspects of employment to ensure that they support the Council's equal opportunities objectives.
- consult its employees as to the appropriateness of introducing sexuality monitoring of the council's workforce and what other initiatives should be taken to

This Council values a diverse workforce and will use its diverse workforce to ensure appropriate services are delivered to local people.

further equality of opportunity in the council's employment for lesbians and gay men. This Council will ensure that its employment practices accord with the forthcoming DFEE / EOC Code of Practice on Anti-Discrimination on the basis of Sexual Orientation.

- ensure accessible workplaces for employees with disabilities, and retain in employment, wherever possible, employees who become disabled.
- retain flexible working practices to ensure that staff are supported in balancing work and other life commitments.
- invest in its employees to develop a range of competencies which will support their current work and their employability in a mixed economy of service provision.



# Supporting the people we employ

## - the training we provide

11.1 The council believes that appropriate training for its Managers, employees and others directly involved in the provision of its services represents a vital part of the implementation of its Equal Opportunities Policy. **Training will be provided in the skills and knowledge needed to implement successfully the Council's Equal Opportunities Policy across its services.** The Council has a four year Corporate Training Strategy and an annual Training Plan to implement the Strategy. It is through the Corporate Training Strategy that the Council will address equalities issues in its training provision both in terms of training content and training opportunities.

11.2 The Council will seek to ensure that:

- Induction training provided by Haringey Council has an integral equalities dimension embracing all equalities issues.
- Training delivered by or on behalf of the Council supports and adds value to the aims of the Equal Opportunities Policy, and is equalities based in terms of its content.
- Council employees having direct contact with the public have customer care training that is equal opportunities based.
- The Council's post entry training scheme will continue to be targeted at under represented groups.
- Future management development training will include training on the mainstream management of equal opportunities.
- All Corporate and Directorate Training Plans, will include plans for positive action training.

This should include training specifically directed at enabling the advancement in employment by the Council of groups who are underrepresented.

- Ongoing recruitment and selection training will be provided which is equal opportunities based across all equalities issues.
- Training will be developed for management regarding the addressing of equalities objectives through the Business Planning, Best Value and Performance Management processes.
- Training on specific equalities areas will be provided as appropriate.
- All relevant employees and particularly those from under-represented groups will have access to appropriate management training and development.
- Employees' views on their training needs will be sought in developing training priorities and programmes.

# Exclusion and renewal

- 12.1** The Council has a key role to play in leading local efforts to tackle social exclusion and foster neighbourhood renewal.
- 12.2.** Social exclusion and neighbourhood deprivation is many sided and deep rooted. Although the Council has a leading role to play in tackling these issues, the Council is but one partner, in what is of necessity a multi agency joined up approach to tackling these challenges. Issues of Exclusion and renewal will be addressed in detail in the externally focussed council led Borough Equalities Partnership and strategy. In this policy, the focus is on the Council's own role in relation to exclusion and renewal and how it will use its community leadership role in these areas to further its equal opportunities objectives.
- 12.3** The Government has provided a useful definition of social exclusion as "a shorthand label for what can happen when individuals or areas suffer from a combination of linked problems, such as unemployment, poor skills, low income, poor housing, high crime environments, bad health and family problems."
- 12.4** Neighbourhood Renewal is the Government's strategy for tackling social exclusion at a local level. The Government sees neighbourhood renewal as focussed on pockets of intense deprivation, which are to be targeted for focussed and comprehensive renewal activity.
- 12.5** Issues of social exclusion and neighbourhood renewal are of particular importance to this Council because:
- This borough continues to rank among the most deprived local authority districts in the country.
  - This borough has unacceptably high levels of local unemployment and particularly high levels of long term unemployment.
  - The disproportionate impact of unemployment on particular sections of the community, including black and ethnic minorities, the young and lone parents.
  - The boroughs continuing under-performance on measures of educational achievement.
  - The low standards of local educational achievement impede both access to decent jobs and training.
  - High levels of local homelessness
  - The polarisation of the borough, a consequence of the concentration of the bulk of Haringey's disadvantage in a relatively small area to the east.
  - The transience of a significant proportion of the population, again largely concentrated in the areas of deprivation to the east.
  - The prevalence of "low pay" as well as "no pay" in local employment.
  - The continued dependence of borough residents on employment elsewhere; Haringey is one of the least self sufficient boroughs in London.
  - The heightened and particular deprivation levels of new groups of Asylum Seekers and refugees.
- 12.6** This Council is committed to furthering its equal opportunities objectives through the community leadership it provides on social exclusion and neighbourhood renewal. This Council will use its influence:

the focus is on the Council's own role in relation to exclusion and renewal and how it will use its community leadership role in these areas to further its equal opportunities objectives.

- To build equalities issues into the Borough Regeneration Strategy and Action Plan.
- To set equalities targets and measures for all mainstream regeneration, social exclusion and neighbourhood renewal projects.
- To establish specific equalities projects within regeneration, social exclusion and neighbourhood renewal projects as appropriate.
- To consult and involve local socially excluded and target communities in the development and implementation of all regeneration, social exclusion and neighbourhood renewal projects.
- To promote neighbourhood community development and capacity building to ensure that local socially excluded people and target groups are enabled to engage in local regeneration schemes.
- To ensure that local regeneration social exclusion and neighbourhood renewal projects follow the regeneration race equality guidance produced by the Government.



# Policy responsibilities

- 13.1** The Members of Haringey Council accept that they are accountable to the Borough's population for delivering equality of opportunity in all its activities.
- 13.2** It will be the Executive's responsibility to provide overall direction and control of this policy. They will receive regular reports from the Chief Executive and Directors in this regard. The Executive led Equal Opportunities Policy and Action Plan will be subject to Scrutiny by Members colleagues on the Equalities Scrutiny Panel.
- 13.3** Every Lead Member will be responsible for the delivery of the services under their control in keeping with this policy. Every Directorate will be responsible for mainstreaming equalities issues in their Directorates strategic plans, business plans and performance management systems.
- 13.4** Similarly Members will be ultimately accountable for delivering the Policy in relation to all aspects of employment practice within the Council's control.
- 13.5** The Chief Executive, Assistant Chief Executives and Directors have overall responsibility for implementation of the policy and for the plans and performance management practices adopted by their services.
- 13.6** Strategic Plans, Business Plans, and performance management within each Directorate will contain details of how equalities objectives and indicators and responsibilities will be discharged on an annual basis.
- 13.7** Managers will be directly responsible for implementing the policy as part of mainstream management. They will be responsible for addressing equalities issues in the Business Planning and performance management arrangements for their area of activity. They will further be responsible for ensuring their staff act in accordance with these policies, providing all necessary support and direction.
- 13.8** Each Council employee will be responsible for his or her own behaviour being acceptable within the terms of the policy, and will be expected as part of their day to day work to actively address the equalities issues involved in their work.

# Policy implementation

**14.1** This Council recognises that policy objectives can only be achieved if they are supported by an Implementation Strategy and an Action Plan.

**14.2** The implementation strategy for achieving these goals will be carried out through:

1. Policy Proofing,
2. Mainstreaming through Business Planning,
3. Mainstreaming through Best Value,
4. Mainstreaming through Performance Management.

**14.3 Policy Proofing**

Policy Proofing is an increasingly widely used term but it is not always widely understood. Policy Proofing is often used to mean the same thing as mainstreaming of equal opportunities. In this context we are using Policy Proofing to mean ensuring that a Policy is assessed for its equal opportunities implications in the drafting stage and that its equal opportunities implications are taken into account prior to agreeing the policy for implementation. Policy Proofing for equal opportunities is concerned with taking action to ensure that future policies support the Council's equalities objectives rather than post-policy assessment - it is anticipatory in that it focuses on building equalities into policy at the stage of formation.

**14.4** This Council has numerous policies, covering internal and external matters, service policy and corporate policy. Many of these policies have equal opportunities implications.

**14.5** This Council is committed to developing:

1. Policy proofing Equalities checklist for Members leading the policy making process
2. Policy Proofing Equalities Guidance and checklist for Officers drafting policies for the policy making process.
3. Directorate and Central based hands on support on key policies to be policy proofed.

**Mainstreaming through Business Planning**

**14.6** Business Planning is a basic management tool agreed by this Council to help managers plan and manage their services and budgets as well as monitor progress against pre-set targets. A business plan should be a key tool for effective management and service improvement as well as a means of reviewing performance.

**14.7** The Council has introduced a corporate business planning framework and has identified approximately 50 business planning Divisions.

**14.8** Each of these Business Planning Divisions will be responsible for producing a Business Plan for their service area(s) which address the following issues:

- The purpose of the services provided.
- The priorities and key tasks including equal opportunities priorities and tasks.
- An assessment of how well the service is performing including performance on equalities.
- An identification of customer perceptions including any differences in customer perceptions between equalities groups.

This Council is committed to using the development of performance management and performance indicators in particular to further its equalities objectives.

- An identification of what needs to be done in the future and how the service can improve, including how it can improve on equalities performance.
- An identification of the targets which need to be set including any equalities targets.

**14.9** The Business Plans produced in Haringey Council will have two versions, a summary version which will be used in the budget process and for the annual Best Value Performance Plan and a full version of the Business Plan for internal management purposes.

**14.10** As the core management tool for planning the provision of Council Services and evaluating how successful services have been at meeting targets, the mainstreaming of equal opportunities into Business Plans is critical to the delivery of the Council's equalities strategy locally.

**14.11** This Council is committed to developing:

1. Business Planning Equalities guidance and checklist.
2. Training for managers and other relevant staff to undertake equalities sound Business Planning.
3. Sharing good practice on equalities sound Business Planning from within and external to the organisation.
4. Providing Directorate and central based hands on support on integrating equalities into Business Planning.

### Mainstreaming through Best Value

**14.12** Best Value is a statutory government initiative which places an obligation on local authorities to review on a phased basis all existing service provision and secure future service provision which people need at a level which tax payers are prepared to pay.

**14.13** As stated previously this Council is committed to actively using the application of best value to further its equalities objectives.

**14.14** Section 9 of this policy document sets out in detail how the application of best value in Haringey will support the Council's equalities objectives. It also sets out how the Council's procurement activity will support its equalities objectives.

**14.15** The Council is committed to mainstreaming equal opportunities considerations into all aspects of Best Value. To this end the Council is committed to

- Refining the council's Best Value Framework to incorporate equal opportunities considerations.
- Refining the Council's Best Value Audit Framework to incorporate equal opportunities considerations.
- Addressing equal opportunities consideration at each key stage of each Best Value Review.
- Developing Best Value Equalities Guidance checklist for managers.
- Providing training for managers on Best Value and Equal Opportunities.

- Sharing good practice on Best Value and equal opportunities from within and external to the organisation.
- Providing directorate and centrally based hands on support in integrating equalities into Best Value Review.

### **Mainstreaming and Performance Management**

**14.16** Performance management has been defined by the Audit Commission as an integrated set of planning and review activities which flow through an organisation providing a clear link between the strategy of the overall organisation and every individual working for it.

**14.17** This Council is developing and refining different elements of performance management - including corporate and service performance indicators and individual performance appraisal.

**14.18** The Council has developed a three tier system of performance indicators which operates at :

- Corporate level.
- Directorate level.
- Divisional level.

**14.19** The performance indicators measure key dimensions of service performance including economy, efficiency and effectiveness. This Council is committed to measuring a fourth dimension of service performance - equality.

**14.20** As part of the performance management systems, performance is reported and reviewed quarterly by the Chief Executive and the Executive against

key performance indicators. Action plans are put in place to address under performance.

**14.21** This Council is committed to using the development of performance management and performance indicators in particular to further its equalities objectives. This council believes that a measure of the effectiveness of a service is its impact on equality.

**14.22** This council to committed to:

- Developing equalities indicators at Corporate, Directorate and Divisional levels for all service areas
- Developing equal opportunities monitoring systems to enable performance management of agreed equalities indicators.
- Developing Guidance for setting equalities indicators for managers.
- Developing equalities indicators which measure both service users perceptions and service performance.
- Reporting performance on equalities indicators as an integral element of mainstream performance management
- Providing training for managers on Performance Management and Equal Opportunities
- Sharing good practice on Performance Management and equal opportunities from within and external to the organisation.
- Participating in regional and national benchmarking initiatives on equalities indicators.

- Providing Directorate and centrally based hands on support in integrating equalities into performance management.



# Policy Monitoring and Review

**15.1** The Council recognises the importance of monitoring and reviewing its policies and practices to ensure that they continue to reflect the Council's objectives, and that they can be measured to determine how successfully they are achieving those objectives.

**15.2** The Council will ensure that its achievements in terms of its equalities objectives are monitored and reviewed on an ongoing basis at a number of levels:-

- At a Council wide level, the Council will monitor and review Council wide achievements through regular review of the Equal Opportunities Action Plan, the equalities targets in the Community Plan, the annual Performance Plan and the performance management system.
- At a Directorate level, the Council will monitor and review Directorate achievements through Directorate Business Statements.
- At a business unit level, the Council will monitor and review achievements through review of Business Plan and indicators set in the performance management system.
- At the individual officer level, the Council will monitor and review equalities achievements as an integral part of work reviews and performance appraisal.

# Breaches of the Policy

- 16.1** This Policy is the Council's statement of its own objectives and expectations on Equal Opportunities.
- 16.2** The Equal Opportunities Action Plan, the Performance Plan and individual Business Plans will outline in measurable form the ways in which the policy will be turned into action.
- 16.3** The Policy will be most effectively implemented by gaining the understanding and commitment of all the people involved in carrying it out; it will therefore be promoted and supported by every available means as outlined earlier, in particular through training, consultation, and adoption of mainstream procedures which are effective and efficient and equal opportunities based.
- 16.4** There will undoubtedly be occasions when the Council will have to take action to correct behaviour and reinforce its expectations of its employees in supporting the Policy. The Council will take disciplinary action within agreed procedures where the Policy is being abused, ignored or breached. It will be a condition of service that employees adhere to the Equal Opportunity Policy and failure to do so will be cause for disciplinary measures to be taken.
- 16.5** The Council will develop and implement procedures which enable service users, candidates for jobs and employees to raise a grievance or public complaint if appropriate, if they believe they have been unfairly treated. Employees will also be entitled to expect that unacceptable behaviour by others will be dealt with promptly.

# Statement of principles for each equalities area

## Equality of opportunity for Black and ethnic minority communities - statement of principles.

- Haringey Council is concerned about the divisive and harmful effects of racism, which subjects Black and ethnic minority people to negative attitudes and treatment as inferiors, resulting in racial discrimination, racial disadvantage, racial hatred, racial violence and racial harassment. The effect of racism is to deny equality of opportunity to Black and ethnic minority people.
- The Council will work to ensure that its structures, procedures and practices do not discriminate either directly or indirectly on racial grounds.
- The Council is committed to the provision of equal access to its services and equal treatment of its employees and of people who use its services regardless of their colour of ethnic origin.
- The Council is also committed to meeting the specific needs of Black and ethnic minority people arising from the discrimination they face.
- The Council is also committed to working to eliminate unintended institutional discrimination against Black and ethnic minority people in its policies, procedures and practices both in terms of service provision and employment. The Council is further committed to ensuring that future policies, procedures and practices are equal opportunities based in terms of race equality issues.
- The Council also recognises the importance of positive action measures to meet the needs of Black and ethnic minority people arising from a long history of racial discrimination and disadvantage.
- The Council recognises that racial discrimination and disadvantage impacts on different communities in different ways which results in different issues of relevance to the various communities. The Council further accepts its responsibility to identify the needs of different Black and ethnic minority groups so as to ensure that services and employment practices are appropriate to all Black and ethnic minority groups.

- The Council is committed to involving local Black and ethnic minority people in its consultation mechanisms at neighbourhood, Council and Borough levels. The Council is also committed to modernising its Ethnic Minorities Joint Consultative Committee to place its concerns at the heart of the Council's decision-making.
- The Council is also committed to publicly scrutinising the impact of its policies and practices on local Black and ethnic minority people and feeding the outcomes of such scrutiny into future decision making and service planning.

The Council recognises that Black and ethnic minority people can also experience other types of discrimination or disadvantage and, in its work to achieve racial equality for Black and ethnic minority people, it will ensure full consideration of the needs of people with disabilities, lesbians and gay men, people with caring responsibilities, women and other relevant groups.

## Equality of opportunity for people with disabilities - statement of principles.

- Haringey Council is concerned that disability is often seen as inability. It considers that the major obstacles faced by people with disabilities are the lack of provision for their needs and discriminatory attitudes and practices.
- The Council endorses the right of people with disabilities to lead an independent life and will base its policies and its provision on the principle of the integration of people with disabilities.
- The Council is committed to working to eliminate discrimination against people with disabilities in its policies, procedures and practices both in terms of service provision and employment. The Council is further committed to ensuring that future policies, procedures and practices are equal opportunities based in terms of disability.
- The Council accepts the responsibility to inform itself of ways to meet the needs of people with disabilities.

- The Council recognises that there are many forms of disability, both physical and mental, and it will work to ensure full consideration of all of these. It accepts the fact that a disability may be hidden or occasional.
- The Council recognises that in addressing disability issues in an equal opportunities context there is a tendency to focus solely on issues of access and employment for people with physical disabilities to the neglect of specific issues facing people with learning difficulties and those experiencing or recovering from mental distress. The Council is committed to keeping its recruitment process under review to ensure that it does not discriminate against applicants with a previous experience of mental distress, and to reviewing employment practice to ensure that those in employment who have a record of mental distress are afforded equality of opportunity.
- The Council recognises that people with disabilities can also experience other types of discrimination or disadvantage and, in its work to achieve equality for disabled people, it will ensure full consideration of the needs of black and minority ethnic people, lesbians and gay men, those with caring responsibilities and women.

#### **Equality of opportunity for Lesbians and gay men - statement of principles**

- Haringey Council is concerned about the discrimination faced by lesbians and gay men. The discrimination can range from stereotyping through institutional discrimination to homophobic violence. The effect of such discrimination is to deny equality of opportunity to lesbians and gay men.
- The Council is committed to involving local lesbians and gay men in its consultation mechanisms at neighbourhood, Council and Borough levels.
- The Council is committed to the provision of equal access to its services and equal treatment and of people who use its services and its employees who are lesbian and gay.
- The Council is also committed to meeting the specific needs of lesbians and gay men arising from the

discrimination they face. The Council recognises that there are a range of different needs and concerns of lesbians and gay men. It accepts its responsibility to identify the different concerns and need of lesbians and gay men through consultation and research.

- The Council is particularly concerned that the extent of the problem of discrimination against lesbians and gay men cannot be measured because of the pervasiveness of heterosexism. The level of prejudice experienced by lesbians and gay men prevents all but a small minority from coming out.
- The Council is also committed to publicly scrutinising the impact of its policies and practices on local lesbian and gay men and feeding the outcome of such scrutiny into future decision making and service planning.
- The Council accepts that measures to tackle other forms of discrimination may not necessarily be appropriate to deal with heterosexism and homophobia, and that a key task is to actively assist the development of the workplace culture such that lesbians and gay men can be free from harassment and feel safe in coming out.

#### **Equality of opportunity for women - statement of principles.**

- Haringey Council is concerned about the discrimination faced by women. The Council recognises that women constitute the majority of the Council's workforce and a large proportion of service users.
- The Council is also committed to publicly scrutinising the impact of its policies and practices on local women and feeding the outcomes of such scrutiny into future decision making and service planning.
- The Councils accepts that the effects of structure, procedures and individual behaviour can be sexist, even if there is no specific intent to sexually discriminate.
- The Council is committed to the provision of equal access to its services and equal treatment of its employees and of people who use its services regardless of their gender.

- The Council is also committed to meeting the needs of women arising from the discrimination and disadvantage they face.
- The Council is committed to working to eliminate unintended institutional discrimination against women in its policies, procedures and practices both in terms of service provision and employment. The Council is further committed to ensuring that future policies, procedures and practices are equal opportunities based in terms of gender equality issues.
- The Council is committed to the pursuit of a programme of positive action to overcome the effects of past discrimination and disadvantage.
- The Council recognises that women can also experience other types of discrimination and disadvantage and in its work to achieve equality for women, it will ensure full consideration of the needs of black and ethnic minority women, women with disabilities, lesbians, people with caring responsibilities and other relevant groups.

**Equality of Opportunity for people with other dependants and primary caring responsibilities - statement of principles**

- Haringey Council is concerned that those employees with primary caring responsibilities for dependants, partners or relatives often face disadvantage and discrimination resulting in equality of opportunity. The Council recognises that this disadvantage and discrimination can operate at both an institutional and personal level.
- The Council is committed to working to eliminate any discrimination against those employees with primary caring responsibilities for dependent partners or relatives in term of employment. The Council is further committed to ensure that future policies, procedures and practices are equal opportunities based in terms of employees primary caring responsibilities.
- The Council further recognises that women still have primary responsibilities for caring for dependent partners or relatives, and is committed to ensure that services are delivered in recognition of this reality.

- The Council further recognises that employee with primary caring responsibilities for dependants exist in all communities, and may experience other forms of disadvantage and discrimination on the grounds of race, sexuality, gender and or disability. The Council recognises that the disadvantage and discrimination experience as a result of caring responsibilities may be compounded by other forms of discrimination and is committed to addressing such issues in its pursuit of equality of opportunity.

**Equality of Opportunity for those experiencing age related discrimination - statement of principles**

- Haringey Council is concerned about the discrimination experienced both in seeking employment and when in employment by people on the grounds of their age. The Council is also concerned about any age related discrimination when seeking to access or when using Council Services.
- Haringey Council believes that age related discrimination, based on a wider prevalent ageism, which ascribes negative assumptions to employees and potential employee on the grounds of age is unjustifiable and can deny the Council access to the skills and experience of diverse age groups.
- Haringey Council recognises that ageism or age related discrimination affects both older people and younger people. However, the Council also recognises that the older you become, the more intense the problem of discrimination on the grounds of age becomes.
- The Council is committed to working to eliminate any age unintended related unintended institutional discrimination in its employment related policies, procedures and practices. The Council is further committed to ensuring that future policies, procedures and practices are equal opportunities based in terms of age.
- The Council is committed to a recruitment policy which ensures that ability to do the job, and no other factor, including age, will constitute criteria for appointment. The

only exceptions to this policy will be those minority of positions for which there are an age qualification, for example insurance requirements for vehicles.

- The Council is committed to implementing the Government's Code of Good Practice on tackling Age Discrimination in Employment.
- The Council is committed to implementing the proposals in the Governments Better Government for Older People initiative.
- The Council is committed to modernising its democratic structures and will review the Pensioners Forum to more effectively bring older peoples and their concerns into the heart of decision making in the Council
- The Council is committed to involving older people and their organisations in helping to design and shape all local services, not solely services for older people.
- The Council is committed to helping ensure that those who represent Older people are as reflective of the wider population as possible.

The Council is committed to exploring the possibilities for enhancing employment experience and opportunities for local young people and is committed to working in partnership with external agencies to realise this commitment.

# Glossary of terms

Many of the terms used in the policy refer to Council procedures and/or have a particular meaning in relation to Equal Opportunities. They are defined below in the way they have been used throughout the Policy.

## The definition of Disability

The Disability Discrimination Act (1995) provides the following definition of disability. A person must have a physical or mental impairment which has a substantial, long-term, adverse - effect on their ability to carry out normal day to day activities.

Each of the terms used in this definition are in turn defined.

## Physical Impairment

Physical impairment includes sensory e.g. visual and hearing impairments, as well as other physical disabilities.

## Mental Impairment

A mental impairment constitutes a learning disability or a 'clinically well recognised' mental health condition i.e. one which is recognised by a respected body of medical opinion. A condition that appears in the World Health Organisation's International Classification of Diseases is likely to be well recognised by medical staff.

## Past disabilities

People who have had a history of disability are also protected by the Act, for example, people who have recovered from mental illness, provided that when their disability was current it had a substantial, long term, adverse effect on their ability to carry out normal day to day activities.

## Substantial

For a disability to have a substantial effect, it must involve a limitation that goes beyond the 'normal differences in ability that may exist between people'. It is an effect that is more than minor or trivial.

A person will be considered to be disabled if the commutative effect of their impairments have a substantial,

adverse effect of their ability to carry out normal day to day activities.

## Long Term

For the disability to be considered long term it must have lasted, or be expected to last, 12 months or more or be likely to last for the rest of the life of that person.

A disability will also be considered long term if it has had a substantial adverse effect on normal day to day activities which has ceased but is likely to recur e.g. the effects of epilepsy or asthma.

## Normal day to day activities

The Act states that an impairment will be treated as affecting a person's ability to carry out normal day to day activities if it affects one or more of the following:

Mobility, manual dexterity; physical co-ordination; continence; ability to lift, carry or otherwise move everyday objects; speech, hearing or eyesight; memory or ability to concentrate, learn or understand and perception of the risk of physical danger.

## Severe disfigurements

People with a 'severe disfigurement' are deemed to be disabled for the purpose of the Act. This would include severe scarring and birthmarks. It is not necessary to show that the disfigurement has a substantial, long term, adverse effect on their ability to carry out normal day to day activities.

## Progressive conditions

People with progressive conditions such as cancer, HIV infection, multiple sclerosis, or muscular dystrophy can claim the protection of the Act provided their condition has, or has had some impact on their ability to carry out normal day to day activities as long as the effect could eventually be expected to be substantial.

## Ableism

This is a set of ideas and assumptions reflected in attitudes, behaviour and practices which discriminates against people

who are differently baled from the majority able bodied population. This set of ideas provides the rationale for and facilitates ongoing institutional and personal discrimination against people with disabilities.

#### **Heterosexism**

This is a set of ideas and practices based on a set of beliefs about heterosexuality being the 'natural' form of sexuality for both women and men and all other sexualities, in particular, homosexuality being deviant. This provides the rationale for and facilitates ongoing institutional and personal discrimination against lesbians and gay men.

#### **Homophobia**

This is a lasting irrational fear or great abhorrence of lesbians and gay men.

#### **Heterosexual**

This term refers to a person male or female, who is sexually and emotionally attracted to people of the opposite sex.

#### **Homosexual**

his term refers to a person male or female, who is sexually and emotionally attracted to people of the same sex. It is both a legalistic and medicalised term and so, its use is often seen to be oppressive.

#### **Lesbian/Gay**

Lesbians and gay men prefer these terms rather than "homosexual". Lesbian also prefer the term lesbian rather than "gay woman" because it reflects their separate identities and experiences. The order of reference is also important: the term "lesbians and gay men" is preferred as it seeks to challenge the false assumption that male behaviour is defining and female behaviour is diminutive.

#### **Lesbian**

This term refers to a woman who is sexually and emotionally attracted to other women.

#### **Gay Man**

This term refers to a man who is sexually and emotionally attracted to other men.

#### **Coming Out**

This is the term used by lesbians and gay men when they tell other people about their sexuality.

#### **Sexuality**

This term refers to the general sexual preference of people i.e. both lesbian and gay and heterosexual people. It is a preferable term to use to that of sexual orientation.

#### **Racism**

This term is used to describe a whole range of ideas and attitudes that are used to justify placing (a) particular racial group(s) in an inferior position to another. The Race Relations Act states that "a racial group" means a group of persons defined by colour, race, nationality, or ethnic or national origins. These negative attitudes often lead to discriminatory or oppressive behaviour. Black and ethnic minority people can experience racism in all aspects of their lives. On an institutional level, racism takes many forms. Essentially it encourages the design and support of systems and procedures that exclude or limit services, jobs and opportunities to Black and ethnic minority people.

#### **Racial Discrimination**

The Race Relation Act makes racial discrimination unlawful in employment, training and related matters, in education, in the provision of goods, facilities and services, and in the disposal and management of premises. The Act gives individuals a right of direct access to the civil courts and industrial tribunals for legal remedies for unlawful discrimination.

The Race Relations Act (1976) defines two kinds of racial discrimination: Direct and Indirect.

Direct Racial Discrimination arises where a person is treated less favourably on racial grounds (i.e. on grounds of colour, race, nationality (including citizenship) or ethnic or national origins).

Indirect racial Discrimination consists of treatment which may be described as equal in a formal sense as between different racial groups, but which in fact comprises of unintended practices and or procedures which indirectly discriminate against racial groups.

### **Racial Harassment**

Racial harassment is a harmful and distressing form of discrimination. It is used to mean all those racially motivated actions and practices by a person or group of people which are directed at one or more individuals and which are unwanted, cause humiliation, offence or distress, focus on a person's race colour, nationality, ethnic or national origin. It may range from an extreme event such as physical assault to the more common forms of behaviour and attitudes which create an intimidating and negative working environment for those it is directed against.

### **Institutional Racism**

Institutional racism is concerned with racial discrimination which has been incorporated into structures, processes and procedures of organisations, either because of racial prejudice or because of a failure to take into account the particular needs of Black and ethnic minority people. The Stephen Lawrence Inquiry defines institutional racism as: "*the collective failure of an organisation to provide an appropriate and professional service to people because of their colour, culture or ethnic origin. It can be seen or detected in processes, attitudes and behaviour which amount to discrimination through unwitting prejudice, ignorance, thoughtlessness and racist stereotyping which disadvantage minority ethnic people. It persists because of the failure of the organisation openly and adequately to recognise and address its existence and causes by policy, example and leadership. Without recognition and action to eliminate such racism it can prevail as part of the ethos or culture of the organisation*".

### **Racial Group**

According to the Race Relations Act (1976) a racial group means a group of persons defined by colour, race, nationality or ethnic or national origins.

### **Racist Incident**

The Lawrence Inquiry report has defined a racist incident as 'any incident which is perceived to be racist by the victim or any other person.' The Home Office recommends that this definition should be used by all relevant agencies. Haringey Council has adopted this definition.

### **Refugee**

Refugee is a term used to refer to a person granted asylum in the United Kingdom under the Geneva Convention (1951)

### **Asylum Seeker**

Asylum Seeker is defined as a person aged eighteen and above and who has made a claim for asylum under the Geneva Convention (1951) but which has not been determined.

### **Unaccompanied Minor**

Unaccompanied Minor is defined a person who is under eighteen years and who has made a claim for asylum under the Geneva Convention (1951) but which has not been determined.

### **Exceptional Leave to Remain**

Exceptional Leave to remain is a term used to describe the situation where a person is granted limited leave to remain in the UK, whilst not accorded refugee status.

### **Black and ethnic minority people**

This term needs to be explained in two parts. The term Black is used by some African, African Caribbean and Asian people as a conscious and political expression of racist oppression and/or to denote unity of origin. The term ethnic minority people refers to groups of people who share historical, cultural, or national origins and who are numerically a minority in this society. The ethnic minority groups in Haringey include African people, African Caribbean people, peoples of Indian, Pakistani and Bangladeshi origin, Irish people, Kurdish people, Jewish people, Greek-Cypriot and Turkish-Cypriot people. There are 7 characteristics which a group must have to fall within the meaning of "ethnic group" under the Race Relations Act 1976. In summary these are a long history, there own

cultural tradition, a common language, a literature, religion, a common geographical origin and being a minority within a larger community. It does not matter if the size of a particular ethnic group has diminished due to lapsed observance or inter marriage provided there remains a discernible minority.

#### **National origin**

Relates to the country where someone was born, regardless of where they are now living and their current citizenship.

#### **Nationality**

Relates to the country of which the person is a citizen by birth, by naturalisation or by other legal right.

#### **Sexual Discrimination**

The Sexual Discrimination Act (1975) defines 2 types of sex discrimination: Direct and Indirect.

Direct Sex discrimination applies where a person is treated less favourably on the grounds of their gender, for example, passing a woman over for promotion because she is going on maternity leave.

Indirect Sex discrimination consists of treatment which may, on the face of it appear to be equal but which in fact comprises some unnecessary requirements which women are less able to comply with. The Act stipulates under Section Six that the creation of intolerable working conditions for a woman which may be "subjecting her to debasement" is unlawful.

#### **Institutional Sexism**

This refers to structures, procedures or practices that have been established on the basis of a belief that women can only undertake certain roles. It is concerned with sexual discrimination which has been incorporated into structures, processes and procedures of organisations, either because of sexual prejudice or because of a failure to take into account the particular needs of women.

#### **Gender**

Being male or female.

#### **Sex**

Also refers to being male or female. In most contexts it is preferable to use the term gender as the term sex has for some people connotations of sexual acts per sex. However, the legislation in this area is entitled the Sex Discrimination Act.

#### **Domestic Violence**

Any physical, sexual or psychological abuse which occurs between partners who are or who have been in an intimate relationship.

#### **Positive Action**

This is a term used here to refer to the ways in which the Council will lawfully seek to overcome the effects of past discrimination against disadvantaged groups, in the provision of services and in the employment of staff.

#### **Ageism**

Ageism is discrimination against people based on assumptions and stereotypes about their age. These stereotypes are based on "perceived" notions of an individual's ability and potential e.g. people over 50 may be considered to be economically unproductive, less able or willing to adapt to change, more difficult to train and a less worthwhile investment. Ageism can be directed at individuals of any age, but it is often targeted at younger or older people. People acting on their negative stereotypes of age leads to discrimination and disadvantage.

# Equal opportunities and the law

The Council's Equal Opportunities Policy has been developed within the framework of existing legislation.

## Implications of the Legislation

If these legal requirements are contravened both the Council and the individual concerned will be rendered liable to legal proceedings. However, if the employer, the Council can prove that it has taken the necessary steps to prevent discrimination, only the individual would be considered liable for that unlawful act. This applies primarily to the Race Relations Act 1976 and the Sex Discrimination Act 1975 and 1986. It is essential that all people bound by this policy are aware of their obligations under the law, as ignorance is not a defence.

The Borough Solicitor on behalf of the Council is responsible for advice on the interpretation of the legislation.

## Race Relations Act 1976

The Act makes it unlawful to discriminate directly or indirectly on the grounds of colour, race, national origin, or to apply requirements or conditions which have a disproportionately disadvantageous effect on people of a particular racial group and which cannot be justified on non-racial grounds. It also applies to discriminatory employment advertising and makes it unlawful to apply pressure to discriminate or to aid discrimination by another person.

## Genuine Occupational Qualification

This is the term used for appointments made under Section 5(2)d of the Race Relations Act which, in outline provides that racial origin can be a genuine occupational qualification for a job in limited circumstances. Individuals can be selected for a job on racial grounds. For example, where the post is concerned with the provision of services promoting the welfare of individual(s) of a particular racial groups and these services can most appropriately be provided by a member of the group. Similarly, Section 7 of the Sex Discrimination Act 1975 provides that gender can be a genuine occupational qualification for some posts.

## Positive Action

This is a term used in the main to refer to measures taken under Section 37 and 38 of the Race Relations Act which, in broad outline, enable employers, training bodies, trade unions and employers' associations to:

- Encourage applications for jobs or memberships from members of a particular racial group.
- Provide training to overcome/redress the past inequalities in access to employment.

Measures taken under Section 35 to meet particular needs are also part of positive action.

## Race Relations Amendment Act 2000

A new statutory duty for all public authorities to promote Race Equality was included in the Race Relations (Amendment) Bill in May 2000. At the time of drafting this policy document this Bill has not been enacted - it is likely to be enacted in July 2000, and consultation on the development of regulations to operate and enforce the duty are likely to begin in the autumn. This enforceable duty (which Section 71 of the 1976 Race Relations Act is not) will have significant implications for local authorities which may include:

- The preparation of an annual statement on the measures taken to comply with the duty.
- The inclusion of racial equality in procurement objectives.
- Regular monitoring by ethnicity of employment and statutory functions.
- Provision for the CRE to take proceedings against public bodies that do not comply with the statutory duty, and to require authorities to enter a legally binding undertaking to secure future compliance.

## Sex Discrimination Act 1975

This Act makes it unlawful to discriminate directly or indirectly on the grounds of sex or marital status, or to apply requirements or conditions which have a disproportionately

disadvantageous effect on people of a particular sex or marital status where these cannot be justified. It also applies to discriminatory or to aid discrimination by another person.

**Equal Pay Act 1980 (and its amendments 1983)**

This Act established the right of women and men to equal treatment in relation to contractual terms and conditions of employment when they are employed on the same or broadly similar work, or on work which, though different, is of equal value.

Under the law sexual or racial discrimination may be: -

Direct - where a woman or man is treated less favourably on grounds of sex or race or another race in the same circumstances of employment: - or

Indirect - where a particular job requirement has the effect the proportion of one sex or race who can comply is less than the proportion of the opposite sex or has a disproportionately adverse effect of a particular racial group.

**The Rehabilitation of Offenders Act 1974**

This Act provides that if a convicted person completes a specified period without being convicted of further offences the conviction can be regarded as 'spent'. These sentences then do not have to be revealed and may not be used as grounds for exclusion from employment or promotion. Certain occupations are not covered by the Act.

**The Disability discrimination Act (1995)**

The Act states that discrimination occurs when, for a reason that relates to a disabled person's disability, they are treated less favourably than others are and would be treated to whom that reason does not apply; and it cannot be shown that the treatment is justified.

The Act states that it is unlawful to discriminate against a disabled person.

- in refusing to provide or deliberately not providing any service which is provided or a service provider is prepared to provide to members of the public.

- in the standard of service provided or the manner in which it is provided for a reason related to their disability
- in the terms on which the service is provided.

**The concept of reasonable adjustments practices, policies and procedures.**

Where a service provider has a practice, policy or procedure which makes it impossible or unreasonably difficult for disabled persons to make use of the service which she/he provides or is proposed to provide to other members of the public, the service provider must take reasonable steps to change the practice, policy or procedure in order that it no longer has that effect.

Practices, policies and procedures are the way in which a service provider provides the service/operates the business. Generally it covers what a service provider actually does (its practice), what a service provider intends to do (its policy) and how a service provider plans to go about (its procedure).

**Auxiliary aids and adaptations**

A service provider must take reasonable steps to provide auxiliary aids or services if this would enable for (or make it easier) for disabled people to make use of any services which the service provider offers to the public.

The code of Practice; rights of Access. Good facilities, Services and Premises gives the following example of auxiliary and or services: documents in large print; information on audiotape; spoken announcements; induction loops; textphones; facilities for taking and exchanging written notes; temporary ramps; provision of a service assistant for disabled customers.

Regulations provide that a service provider is not required to provide an auxiliary aid or service where such provision would involve a permanent alteration to the physical fabric of the premises until the duty to physical alterations comes into force in 2004 (see below)

**Reasonable alternative adjustments**

Where a physical feature i.e. features arising from the design or construction of a building or the access to premises, makes



it impossible or unreasonably difficult for disabled people to make use of service, a service provider must take reasonable steps to provide the service to the disabled person by reasonable alternative means.

Providing a service by reasonable alternative means will frequently involve the provision of an auxiliary aid or service.

#### **Duty to make physical alterations 2004**

From 2004 where a physical features makes it impossible or unreasonably difficult for a disabled person to make use of the goods, services or facilities, then the Act will place a duty on the service provider to take such steps as is reasonable in all the circumstances of the case to remove the feature; alter it so that it no longer has the effect or provide reasonable means of avoiding the feature.

#### **Article 13 of the Amsterdam Treaty**

The Amsterdam Treaty is a European Union Treaty agreed by member states at a European summit held in Amsterdam in 1997. Article 13 of the Amsterdam Treaty states "without prejudice to the other provisions of this Treaty, and within the limits of the powers conferred by it upon the Community, the Council, acting unanimously on a proposal from the Commission, and after consulting the European Parliament, may take appropriate action to combat discrimination based on sex, racial or ethnic origin, religion or beliefs, disability, age or sexual orientation".

The European Commission has published three proposals to combat discrimination under Article 13. At the time of drafting this policy, the proposals are being discussed by the European Parliament, as well as by representatives of the member states.

The three proposals are:

1. a proposal for a directive establishing a general framework for equal treatment in employment and occupation (the Employment Directive),
2. a proposal for a directive implementing the principle of equal treatment of people, irrespective of racial or ethnic origin (the Race Directive),

3. a proposal for an Action programme to run from 2001 - 2006 to combat discrimination (the Action programme).

#### **The Human Rights Act 1998**

The Human Rights Act came into force in October 2000. The Act gives effect in the UK to the rights and freedom guaranteed under the European Convention on Human Rights (1950).

When the Human Rights came into force, people in Britain were able for the first time to claim their rights under the Convention in U.K courts and tribunals, instead of having to go to the European Court of Human Rights in Strasbourg as is currently the case.

#### **The Human Rights Act:**

- makes it unlawful for a public authority to act or (fail to act) in a way that is incompatible with the Convention rights and allows for a case to be brought before a U.K. court or tribunals against the authority if it does so;
- requires all U.K. legislation to be interpreted and given effect as far as possible in a way that is compatible with the Convention Rights.
- requires U.K courts and tribunals to take account of Strasbourg case law when dealing human rights cases brought before them
- imposes a positive duty on all public authorities to ensure that respect for human rights is at the core of their daily work and to act in a way which positively reinforces the principles of the Convention rights. This duty covers all the aspects of a public authority's activities including the drafting of policy, rules and regulations; administrative procedures; decision making and interaction with members of the public.

From October 2000 awareness local authorities activities and those of all other public authorities should be compatible with the rights of the European Convention on Human rights incorporated into UK law by the Human Rights Act.

To get a copy of this document in your community language, Braille, tape or large print please phone **020 8489 2943** or write to **Equalities and Diversity, Haringey Civic Centre, High Road, Wood Green London N22 4EL**