Diversity of the Children’s Workforce

GHK

In collaboration with Ethnos Research and Consulting

The views expressed in this report are the authors’ and do not necessarily reflect those of the Department for Children, Schools and Families.

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1 EXECUTIVE SUMMARY

This research aimed to explore the relationship between the diversity of the children’s workforce and the workforce’s ability to deliver effective and inclusive services to children, young people and families which result in positive outcomes.

The methodology for this research was undertaken in three phases: a literature review; national data analysis; and in-depth case study analysis. Presented below are the key findings from each phase.

Literature review

The literature review discovered that:

- Although equality and diversity issues appear to be of increasing importance and mainstreaming is beginning to occur, it is mainly in relation to ethnicity, gender and age. There is a long way to go in terms of disability, sexual orientation, religion and belief.

- One of the key issues limiting data quality across all public services includes the data collected by some agencies which is not reflective of census classifications; there is significant variation between different agencies over how they meet the minimum coding requirements for data; there is incomplete coding of variables and a lack of routine analysis of data outcomes.

- There is a distinct lack of evidence which demonstrates a positive link between outcomes and diversity strategies.

- There are mixed results from research exploring outcomes of varying teacher/pupil relationships. In general, the evidence points away from there being a connection between teachers’ gender and pupil achievement. However, commentators now agree that social class and ethnic background are more important than gender in educational achievement.

- Parents using services where staff represented their communities tended to have the best experience and most confidence in their service.

- The literature has identified two aspects which it considered must be addressed: training existing children’s services staff to ensure diversity is fully understood and that staff are competent in practising anti-discriminatory services; and attracting recruits into working in children’s services from BME communities.

- While having a diverse workforce is an essential part of creating a diverse culture, there is evidence to show that the solution is far more complex than just increasing the diversity of the workforce.
Executive Summary

National data analysis

The analysis of national data showed that:

- In general, service users were more likely to be Non-White than the workforce with the proportions of pupils who are Non-White being significantly greater than teachers.

- The highest proportions of Non-White pupils were in London boroughs, accounting for 21 of the top 25 local authorities (over 45 per cent); this is much the same with looked after children with London boroughs accounting for 23 out of the top 25 local authorities (over 42 per cent).

- The lowest proportions of Non-White pupils were generally in county and unitary local authorities, 19 of the bottom 25 local authorities for Non-White pupils (below 5 per cent).

- For teachers, the highest proportions of Non-White staff were also in London boroughs though they account for only 11 of the top 25 local authorities (over 14 per cent). The lowest proportions of Non-White teachers were also county and unitary authorities though more metropolitan districts were among the bottom 25 local authorities compared with pupils.

- More social services staff were Non-White than teachers, the top 25 local authorities were above 31 per cent rising to 63 per cent. Fewer London boroughs are among the top 25 local authorities, only six.

In-depth case studies

The case study analysis identified that:

- Having a diverse children’s workforce was considered important for children, young people and their families, and for the employees working in children’s services.

- Diversity matching was not deemed critical in engaging service users and delivering key services to a wide range of people, rather the experience and skills of the staff members was deemed more important in working with communities and achieving positive outcomes with children.

- Ethnicity, gender and age were the aspects of diversity often considered first and foremost because they are visible. Issues were raised about being able to address disability, sexuality and faith as they are often not visible and rely on self disclosure.

- Although local authorities believe that having a diverse children’s workforce was important, none were taking explicit steps to target particular groups, moreover they are generally trying to increase the diversity of the whole local authority workforce.

- Employees in the children’s workforce did not feel that the sector is recognised as a profession and would like to see the government raise
the status of the social care sector as they have done with the teaching profession.

Conclusions

Although individuals, including local authority staff, parents and young people felt that it was important to have a diverse children’s workforce, we were unable to demonstrate a conclusive positive link between diversity strategies and outcomes for children and young people. Experience and skills of staff members were overwhelmingly felt to be more important in delivering a successful children’s service, rather than establishing a need for diversity matching. In fact, in some cases, diversity mismatching was deemed to be more effective as it challenges the attitudes and behaviours of children, young people and their families.
2 INTRODUCTION

2.1 Introduction

GHK Consulting, in collaboration with Ethnos Research and Consulting, were commissioned in October 2006 to undertake a study exploring the relationship between the diversity of the children’s workforce and the outcomes that are experienced by children, young people and families.

More specifically the research aimed to explore the relationship between the diversity of the children’s workforce and the workforce’s ability to deliver effective and inclusive services to children, young people and families which result in positive outcomes. The objectives of the research were:

- to establish whether a relationship, as described above exists;
- to understand the nature of any such relationship and how it works in practice;
- to assess the extent to which workforce diversity can drive positive outcomes;
- to assess the extent to which workforce diversity, in the form of a mismatch between workforce and community diversity, acts as a barrier to positive outcomes including exploration of whether potential users are discouraged, by diversity issues, from using services;
- to understand how diversity mismatches can be manifested in poorer outcomes;
- to recommend policy responses where workforce diversity issues are found to constitute a barrier to positive outcomes; and
- to identify gaps in the evidence base which will inform future work in this area.

2.2 Study methodology

The methodology for this study was undertaken in three phases: an extensive literature review; national data analysis; and in-depth case study exploration.

The literature review explored any work that had been undertaken on the diversity of the children’s workforce both in the UK and internationally. Searches were undertaken of academic literature, government reports and commissioned studies, a search of relevant articles and publications referenced in the bibliography of publications identified above, and finally, a search of ‘grey’ literature produced by university departments, voluntary organisations and NGOs. Contact was also made with a number of practitioners to identify key documents.
The aim of the national quantitative data analysis was to establish whether there were any statistical links which could be shown between the diversity of the children’s workforce and outcomes achieved by children. In order to conceptualise this, outcomes were taken from the Every Child Matters Framework; diversity data on service users and the workforce were sought from a wide range of government data sources.

The in-depth case study exploration consisted of three stages: an analysis of available local workforce data; a series of qualitative interviews with key local authority staff and project staff; and interviews and sociometric mapping sessions with service users. A degree of flexibility was required to ensure the most appropriate engagement with service users, and in some cases, this consisted of day trips including picnics and visits to a prison to engage with service users.

A more detailed description of the methodology can be found in Annex 5.

2.3 Report structure

This report presents the findings from each stage of the study, and is structured in three main sections as follows:

- **Section 1 – Context and Literature Review**
  - Chapter 2 sets the context for the study, providing a definition of the children’s workforce, etc.
  - Chapter 3 presents the headline findings from the literature review to explore the links between workforce diversity and outcomes for children.

- **Section 2 – Data Analysis**
  - Chapter 4 sets the context for the data analysis task to explore the links between workforce diversity and positive outcomes for young people.
  - Chapter 5 presents the findings of the analysis of national data.

- **Section 3 – Case Study Exploration:**
  - Chapter 6 introduces the local authority case studies and the process by which the authorities were selected.
  - Chapter 7 presents the findings from the individual local authority case studies.
  - Chapter 8 presents the conclusions of the local authority case studies

- **Conclusions and recommendations**
  - Chapter 9 draws together the conclusions from across all three stages of the research.
SECTION 1 – CONTEXT AND LITERATURE REVIEW
4 BACKGROUND AND CONTEXT

4.1 Introduction
In order to be able to present the findings of this research, it is important to set the context for the research in terms of defining both diversity and who is included in the children’s workforce.

4.2 The definition and context of diversity and children’s workforce
Diversity is one of the central principles of the government’s modernisation agenda and a key strand of this is the promotion of a skilled and diverse workforce (see Audit Commission, 2002). The aim of this review was to see if there is any evidence of congruence between diversity in particular workforces and the successful provision of services designed for children, young people and families. Before presenting the findings of the review it is important to establish the context.

The children’s workforce consists mainly of early years staff, including:

- childminders,
- day care workers and nursery teachers;
- foster care and social carers;
- the Children and Family Court Advisory and Support Service (CAFCASS);
- youth justice including Youth Offending Teams;
- substance misuse workers and health professionals, including children’s nurses, school nurses and health visitors;
- educational welfare;
- learning mentors;
- teaching assistants; and
- Connexions advisers.

After negotiation with the client, it was agreed that for the purpose of this project we would include the groups contained in Annex 1. For reference, the Children’s Workforce Development Council (CWDC) footprint is included as Annex 2. For the purpose of this project it was agreed to include schools/education on the understanding that in so doing it would not distract or dominate the work. Similarly it was also agreed to pay specific attention to diversity in relation to race, gender and disability, although consideration would also be given to age, faith and sexuality.
For the purpose of this project it was necessary to establish a clear idea and definition of what was meant and encompassed by the term diversity. In this respect it was helpful to consider the work done by the Runnymede Trust in defining the term and its boundaries. In her work for the Runnymede Trust, Sanglin-Grant (2003) found that there was considerable confusion between the terms ‘equal opportunities’ and ‘diversity’ and as a result the Trust adopted the following definitions:

- Equal opportunities are associated broadly with the legislative framework covering race, gender and disability. Its thrust is more towards a rights based approach looking at rights, responsibilities and anti-discrimination.
- Diversity adds an extra dimension to equal opportunities. It takes a more values based approach, encompassing all types of difference beyond those covered by the legislation, and focuses principally on the individual.

Reflecting on these definitions, the Director of the Runnymede Trust, said that diversity can also be seen as ‘affecting and effecting the culture of the organisation’ (Laflèche, 2005). It also underpins a view of society where all children and families are respected and valued, and their rights are promoted and supported. Diversity, in its many forms, will only be achieved if it is reflected in services and behaviours which recognise the requirement to provide appropriate services that respect the needs of all individuals.

Over the past 50 years, the population of the UK has changed significantly and continues to become more ethnically diverse and mobile – and it is now also ageing. The level of diversity which, as a result, exists across the UK was recognised in two reports produced by the then Office of the Deputy Prime Minister (ODPM, 2003 and 2004) which examined the implications of such differences for public authorities and service providers. In the first report there is recognition that there is a tendency to equate diversity predominantly with race, and that while gender and disability are also considered to be important issues, sexuality and religion received markedly less attention. But it is also important to recognise that ‘minority ethnic’ groups are not themselves homogenous. Not only are there differences between ‘minority ethnic’ groups but they are also internally differentiated by gender, age, religion, sexuality and dis/ability. This in turn reflects the move towards a wider equalities agenda encompassing race, disability, gender, sexual orientation, age, religion and belief, with each attracting legislation relating to the elimination of unlawful discrimination in employment and the delivery of services. While the Government acknowledges that society is diverse in other respects, such as people with a primary language other than English and those with lower incomes, the focus of Government policies aimed at diversity is on those six strands (Audit Commission, 2004).
4.3 The arguments for a diverse workforce

Instinctively good practice would seem to require public services which are designed and delivered to reflect the needs of all members of society. Yet evidence from audits, inspections and research shows that much still needs to be done to meet this goal. There is a clear moral argument in favour of diversity within the workforce and for an ethical society to have these values at the centre of practice. The White Paper, *Commission for Equality and Human Rights* (OPDM, 2004) emphasised that an inclusive and democratic society is dependent on institutions which operate in an equitable way. On a practical level it is also argued that a diverse workforce will enable individuals to provide support for one another (Dominelli and McLeod, 1989; Johns and Jordan, 2006). Alongside the national imperative there has been an international corporate led move towards diversity management and the attendant business benefits with less attention on moral and ethical reasons. Although it is worth noting that in the Esmail et al. (2005) review of leadership interventions targeted at those from black and minority ethnic (BME) groups, the authors found little support for the hypothesis that workforce diversity improves the effectiveness and performance of an organisation, although there were some case studies that did show benefits. Dreachslin et al., (2004) and Hartenian and Gudmundson, (2000) did find diversity produced benefits in other sectors including increased customer satisfaction (see EC Directorate-General for Employment, Industrial Relations and Social Affairs, 2003).

In 2000, the Joseph Rowntree Foundation (JRF) reviewed the research which it had funded in relation to ethnicity under the *Ethnic diversity, neighbourhoods and housing initiative* (Chahal, 2000). The review identified a failure both to recognise the circumstances of minority ethnic communities and the fact that they are often ignored in policy and practice responses. Four years later Chahal (2004) again reviewed projects supported by JRF; this time those that had been funded under the Race Equality and Disability Programme. It identified that few BME staff were employed in mainstream services and the lack of effort made by some services to change this. But as noted above, the creation of a society where all children and families are respected and valued, and their rights promoted and supported, will only be achieved if diversity, in its many forms, is reflected in services and behaviours. This, in turn, must be driven by an appreciation of the need to provide appropriate services that respect the needs of individuals from marginalised and minority communities or groups. Yet to deliver services to a diverse population requires a workforce which recognises and understands diversity and which, in turn, is more representative of the population it serves, especially in the public sector (see Johns and Jordan, 2006). The Audit Commission (2002) defined the essential linkage between workforce diversity and equal service delivery as its ability to understand the needs of diverse client population, present as more credible, and improve public confidence in the service. The logic is that a diverse workforce will create a sense of trust and understanding between communities and service providers (Butt, 1994) and, as a result, provide a more sensitive response. Roys (1988) claims that BME groups are less likely to access
institutions and agencies which they view as predominantly ‘White’, and there is evidence that clients and users are happier with social services and health provision where it was provided by a diverse workforce (Atkin et al. 1989; Anionwu, 1996; Johns, 2002). While the Audit Commission (2002) recognised that a perfect solution would not be possible, it maintained that the goal should be to achieve the best possible match.

The Every Child Matters agenda has created the possibility for a revolution in the children’s workforce. The professionalism and skill of that workforce are central to the successful implementation of the agenda. In The children’s workforce strategy: building a world-class workforce for children, young people and families (DfES, 2006) the Government set out its vision of a world-class children’s workforce and gave a commitment to raise the levels of skills, knowledge and qualifications within that workforce. It also recognised that the workforce should be diverse and able to work effectively with children, young people and families from diverse cultural, religious and ethnic backgrounds. Building upon the achievements of the Children’s Workforce Strategy and the 2003 National Agreement on Raising Standards and Tackling Workload for Schools, the Government have published Building Brighter Futures: Next Steps for the Children’s Workforce. This document outlines the work of an expert group who are working to develop a long term strategy for the children’s workforce to be published in autumn 2008.

**4.4 Policy and legislative scaffolding**

The journey towards a diverse workforce is supported by legislation and directives enacted to eliminate existing direct or indirect forms of discrimination and, more recently, to promote equality of opportunity and good race relations. But as well as legislative imperatives, three events have had a particularly defining effect. In the first place, the riots in Burnley, Bradford and Oldham in 2001 and the reports which flowed from them (see Ouseley, 2001 and Cantle, 2002) raised both the spectre of effective communal segregation and the need for greater efforts to strengthen social cohesion. Secondly, these calls were made all the more urgent by the events of 9/11 and the terrorist attacks on London in July 2005. The third event predated all of the above, and while shaping legislation, it has also come to be seen as a watershed not only for race relations but also for the way the public services sector was to develop.

The findings of inquiry into the murder of Stephen Lawrence (Macpherson, 1999) had a significant impact on the views towards, and understanding of, institutional racism which it defined as:

‘The collective failure of an organisation to provide an appropriate 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, thoughtlessness and racist stereotyping which disadvantage ethnic groups (Macpherson, 1999).
Institutional racism includes not only overt manifestations of discriminatory practices but ‘unwitting prejudice, ignorance, thoughtlessness and racist stereotyping’ (ibid) with regards to BME communities. As a result, it impacts on the practice of many public sector organisations. The Macpherson Inquiry called on public institutions to evaluate their policies and procedures and to recognise their responsibility to be proactive in identifying and tackling the ways in which black people are marginalized. The report also emphasised the need for effective and systematic ethnic monitoring of service provision, for anti-racism training and a more representative workforce. Within a year of the Macpherson Report, the report of the Runnymede Trust’s Commission on the Future of Multi-Ethnic Britain (The Parekh Report, 2000) appeared. The Commission recognised that Britain was at a turning-point in its history: it could become narrow and inward-looking or it could develop as an outward-looking community, ‘at ease with its internal diversity’. The report examined the diversity which existed among and within different communities, and how the labour market itself had changed substantially over the last 20 years. It identified two tasks to be undertaken: one was to reduce unemployment and underemployment for all those who are affected; the second was to eliminate glass ceilings. The tasks were seen to have practical implications for the government at national, regional and local levels; for employers in the public, private and voluntary sectors; for unions and professional associations; as well as for those who provide financial and advisory support to new business enterprises.

Responding to Macpherson’s report, the Government amended the 1976 Race Relations Act with the enactment of the Race Relations (Amendment) Act (2000) which requires public authorities to be proactive in the pursuit of racial equality with ‘due regard’ to the:

- elimination of unlawful racial discrimination;
- promotion of equal opportunities; and
- promotion of good relations between people from different ethnic backgrounds.

The Act places a positive duty to combat discrimination on all public bodies, including schools, social service departments and health services, as well as the police. This positive duty involves organisations conducting a race equality audit of their systems, structures and practices in order to identify whether particular groups are disproportionately affected. As a result public authorities are now required to ensure that they:

- consult with representatives of minority ethnic communities;
- take account of the potential impact of policies on these communities;
- monitor the actual impact of policies and services (existing and planned);
- take remedial action when necessary to address any unwarranted disparities;
monitor their workforce and employment practices to ensure that their procedures and policies are fair; and

produce Race Equality Schemes to focus their attention on key priorities.

There are two issues which need to be defined in more detail. Firstly, ethnic monitoring data on service users and staff allows for an assessment of the extent to which responsibilities are being met and inequalities addressed. It also allows gaps and biases to be identified as a step towards developing a workforce comprising the best qualified members from all communities. Secondly, equality means providing services and employing people in equal ways and it involves the provision of mainstream and targeted services to provide equality of access to services. In order to achieve equality of outcome, it may be necessary to target services to address current and past discrimination.

As explored already, diversity embraces more than race. In 2000, the Equality: a New Framework Report (Hepple et al., 2000) calculated that to obtain a comprehensive picture of discrimination laws would require consulting 30 Acts, 38 Statutory Instruments, 11 Codes of Practice and 12 EC Directives and Recommendations. Rationalisation was required and in May 2004, the Government published the White Paper Fairness for All: A New Commission for Equality and Human Rights (DTI et al., 2004). The White Paper outlined in more detail what the Government's proposals for the Commission for Equality and Human Rights (CEHR) would look like. This included the promotion of equality of opportunity and human rights; challenging discrimination; and finally, promoting citizenship and social cohesion. The duties of the new commission were stated to be to:

- encourage awareness and good practice on equality and diversity;
- promote awareness and understanding of human rights;
- promote equality of opportunity working towards eliminating unlawful discrimination and harassment;
- promote good relations between different communities keeping discrimination and human rights legislation under review; and
- be a source of expertise on equality and human rights.

This has been followed by the Disability Discrimination Act 2005 (DDA 2005), the Employment Equality (Age) Regulations 2006 and the provisions in the Equality Act 2006 outlawing discrimination on the grounds of religion, belief or sex in the provision of goods, facilities and services, and a positive public sector gender equality duty. While the Disability Discrimination Act 2005 is in line with the Race Relations (Amendment) Act 2000, the definition of discrimination is more extensive in the 2005 Act as discrimination can include not making a reasonable adjustment to the way the public body function is carried out. The 2005 Act also places specific duties on some public authorities, who are key to improving disability equality and required the
production of a Disability Equality Scheme by December 2006. Age Regulations came into effect in October 2006 and implemented the age strand of the EU Employment Directive 2000/78/EC. The effect is to prohibit direct and indirect age discrimination, harassment and victimisation in employment and vocational training. The legislation to combat sex and race discrimination have few areas for the application of exemptions, while the Age Regulations will enable those with obligations to justify treating people differently on grounds of age, but only where this is appropriate and necessary in the particular circumstances.

The Equality Bill was published on 19 May 2005 and the Equality Act received Royal Assent on 16 February 2006, although principal provisions did not come into force until 6 April 2007. It has three main purposes:

- to establish the Commission for Equality and Human Rights (CEHR) and define its purpose and functions;
- to make unlawful (subject to exemptions set out in the Bill) discrimination on the grounds of religion or belief in the provision of goods, facilities and services, the disposal and management of premises, education, and the exercise of public functions; and
- to create a duty on public authorities to promote equality of opportunity between women and men, and to prohibit sex discrimination in the exercise of public functions.

As well as duties which impact on them as employers and which will require them to eliminate sources of discrimination in their own employment practices, all public sector bodies are now under a general duty in the exercise of their public functions to pay due regard to the need to eliminate unlawful discrimination, and to promote equality between men and women, known as the Gender Equality Duty (GED). The strategy requires a cultural change in the approach to workforce diversity. The effect is that service providers and public sector employers will have to design employment and services with the different needs of women and men in mind. It will require public bodies to set their own gender equality goals in consultation with their service users and employers and to take action to achieve them.

4.5 The challenges of implementation

It is important to recognise the size of the task in hand. A report from ODPM in 2003, gave details of a survey conducted into how local authorities were addressing equality and diversity issues. The majority of local authorities had included equality and diversity issues in their written policies on recruitment and selection (96 per cent); training and development (84 per cent); bullying and harassment (80 per cent); service delivery (77 per cent); grievances and disciplinary (75 per cent); and best value performance plans (69 per cent). However far fewer reported including equality and diversity issues in their policy on service procurement (56 per cent), with a high proportion replying
that equality and diversity issues had not been included in these policies or that no policy has yet been developed in that area.

The survey also showed that the majority of responding authorities hold statistical data on either all or some of their community in terms of ethnic origin (81 per cent), gender (78 per cent), age (73 per cent), and disability (69 per cent). Seventeen per cent of local authorities report holding records on the religious beliefs of either all or some of their community. Only three per cent hold records on sexual orientation within their local population. When asked whether their organisation had implemented any targeted initiatives or programmes to ensure that services met the needs of all communities, 52 per cent of survey respondents said they had implemented initiatives to ensure that services met the needs of all communities in relation to ethnicity; 47 per cent said they had done so in relation to disability; a third (30 per cent) in relation to gender; 27 per cent in relation to age; and one in nine in relation to sexual orientation (11 per cent) and religion (10 per cent).

In 2003, the CRE and consultants Schneider-Ross, also conducted an evaluation of how a range of public sector bodies were responding to their new responsibilities. A survey of 3,338 public authorities and educational institutions, and a more limited survey of 102 parish councils, elicited a response rate of 47 per cent from all authorities and institutions but only 20 per cent of schools surveyed responded. The report (Commission for Racial Equality and Schneider-Ross, 2003) details three categories of responses to the duty by authorities and institutions. There was a group who are responding well to both the spirit and letter of the law. There was also a group who have put the structures in place but still had to act. But there was also a group where authorities/institutions had failed to make much, if any, progress towards compliance with the legislation. The report said that:

‘In most of the schools’ [race equality] policies, plans for promoting race equality in employment matters were not made clear. This may have been due to the confusion that often exists as to who is responsible for schools and staff, the school or the LEA. Consequently neither may fulfil its role effectively’. (p.110)

Schools are under a duty to provide Local Education Authorities (LEAs) with the data needed. In 2004, the National Employers’ Organisation for School Teachers (NEOST) surveyed LEAs to monitor the implementation of these requirements. Sixty nine of the 150 English LEAs responded (see NEOST, 2004). Most were monitoring the ethnic profile of their workforce, including staff in schools, although the evidence suggested that data was incomplete. Many authorities did not have systems in place to monitor the other required employment processes. Obtaining data on the full range of elements they were required to monitor was proving a challenge for most authorities. Existing management information and electronic data transfer systems were not
designed to meet these requirements. Those authorities where most progress had been made were distinguished by:

- clear leadership within the LEA;
- an understanding of how monitoring could contribute to high quality recruitment and staff development programmes;
- a willingness by the LEA to introduce new data collection systems when required.

LEAs wanted support such as advice and case studies on how to analyse and act on the data, as well as more information for schools on their duties, and as a result the LGA produced a toolkit (NEOST, 2004). The aim of the toolkit was to assist the then LEAs to comply with their statutory requirements as employers of the school workforce, as prescribed under the Race Relations (Amendment) Act 2000.
5  THE LINK BETWEEN DIVERSITY AND OUTCOMES – A LITERATURE REVIEW

5.1  Introduction
This chapter presents the key findings from a review of key literature that explores the relationship between the diversity of the children’s workforce and outcomes achieved by children.

This is a shortened version of the original full literature review which can be found on the DCSF website.

5.2  The wider picture
The Audit Commission’s report, Directions in Diversity (Audit Commission, 2002) examined a range of studies but did not identify any robust studies linking a diversity strategy or large-scale intervention to outcomes. The Commission found a preponderance of small-scale evaluations without long-term follow-up as well as situations where outcomes were frequently defined in terms of people’s feelings of impact and often measured only in the short term.

Two years later the National Audit Office (NAO) (2004) published the findings of a review it had conducted into the progress made by government bodies in addressing the needs of a diverse community and identified characteristics shared by government bodies judged to be making progress in delivering services to diverse communities with a view to sharing and promoting good practice. In the course of the exercise the NAO found that over 60 per cent of government bodies evaluated their diversity-related service delivery initiatives in some cases and over 10 per cent did not conduct any evaluations. There was little evidence to suggest that the lessons from initiatives were being fed back into the design of initiatives and services.

5.3  Emerging UK evidence on children and families
5.3.1  Context
The guidance Working Together to Safeguard Children published by the DfES in April 2006 states that:

‘...in order to make sensitive and informed professional judgements...it is important that professionals are sensitive to differing family patterns and lifestyles and to child rearing patterns that vary across different racial, ethnic, and cultural groups….Professionals should guard against myths and stereotypes – both positive and negative – of black and minority ethnic families’ (p.164).
There are many more studies linking schools and educational performance to diversity, although specifically in relation to ethnicity and gender. But even here much of the relevant research has been limited to small-scale case studies, cross-sectional analyses, or been confined to secondary school achievement as measured by pass rates on national examinations.

Far less work has been conducted into the impact of ethnicity on the engagement, development and maintenance of the client/professional relationship in social care and again, for the most part, where such studies exist they represent small scale evaluations and case studies. These studies have also concentrated on a more limited range of professions, including those working in educational settings, than those represented in the children’s workforce within the definition used in this review.

More literature is beginning to emerge around gendered work, notably with fathers and young men, but again the reports which are in existence focus on small scale studies capturing appreciation rather than impact. But perhaps the greatest deficit is in relation to evaluations of services which engage disabled workers with disabled service users and those which cater for the needs of gay, lesbian, bisexual and transgender young people (GLBT). Although there is an increasing number of ‘good practice’ project reports on both, there is a deficit of information on outcomes based on firm evidence.

5.4 Education

Teaching staff are not generally representative of the ethnicity of the pupil population, although support staff may be more representative, and more likely to live in the catchment area. Numerous studies have over the years showed that those from certain ethnic minority groups tend to have a level of attainment below the average for that of their White peers (Nuttall et al., 1989 and 1990; Jesson, Gray and Tranmer, 1992; Drew and Gray, 1990). As a result support for the recruitment of more teachers from minority ethnic backgrounds has been heard in a number of arenas. It appeared in statements from the then Head of the Commission for Racial Equality in 1997, Sir Herman (now Lord) Ouseley, who stated that ‘[Black] underachievement could only be tackled if there were more ethnic minority teachers as role models’ (quoted in Carrington and Skinner, 2003). Ofsted (2001) and politicians (see Times Educational Supplement, 19 October 2001) have also used the argument. The Teacher Training Agency (TTA, subsequently the TDA) identified the recruitment of more minority ethnic trainees and teachers as one of its objectives.

5.4.1 The current situation

DfES statistics (SFR 20/2005) in January 2005 showed that 15 per cent of teachers were recorded in minority ethnic (Non-White) groups, a slight increase from 2004; although it is acknowledged that this could be as a result of better recording.
5.4.2 **The impact of social class**

The social class attainment gap appears to be much more significant than the race and gender gaps in educational performance (Gillborn and Mirza, 2000). There has been far more evidence over the past 25 years that school performance depends more on social and economic disadvantage of pupil intake and local community (see, for example, Mortimore and Mortimore, 1983; Sparkes, 1999; Hobcraft, 1998; Gibbons, 2002). However it should be noted that Mortimore et al. (1988) and Drew and Gray (1990) found that African-Caribbean pupils were under-achieving even after controlling for social class.

5.4.3 **The impact of ethnicity**

Accepting the proviso set out above, there are studies which are worth examining although it must be borne in mind that all pupils and teachers have a gender, class and ethnic identity and these factors interact and do not operate in isolation. In 1988, the Commission for Racial Equality found that there were comparatively few ethnic minority teachers in schools and they were more likely to be at the lowest salary points and to be concentrated in certain subject areas. The teachers themselves were concerned about the opportunities for progression and what they believed to be discrimination. Twenty five years later in a study conducted by the Runnymede Trust (2003) BME teachers still commented on many of the same issues, including ‘subject’ and ‘pupil’ stereotyping and limited opportunities for promotion. These issues also emerged in a study carried out by the Institute of Education, University of London, for the Mayor of London on Black teachers in the capital (Mayor of London, 2006). Teachers from African-Caribbean, Bangladeshi, Indian and Pakistani backgrounds identified inequitable approaches to promotion and limitations on their own ability to make a significant contribution.

Area specific studies in Birmingham and London have highlighted similar issues. In a study of race equality and education in Birmingham (Warren and Gillborn, 2003) parents complained that teachers had expectations of their children which under-estimated their academic potential while exaggerating their potential for causing trouble. This culture of low expectations was related to a wider problem of teachers having the tendency to stereotype minority ethnic children and parents. Parents wanted more teachers who came from their own communities whom they thought would have a better understanding of the young people and could bridge the cultural divide and raise expectations. Students, on the other hand, placed far more store by teachers’ genuine interest in their subject and all their students. As in Pole’s (1999) study pupils did not necessarily identify with teachers of the same ethnicity as themselves. Pole also found that Black and Asian teachers believed there was reluctance on the part of some Black and Asian pupils to accept them in the role of the teacher.

As Culley and Demaine (2006) have argued there are significant differences between school populations in and between different geographical locations,
across towns, cities and regions, which would make any matching of teaching workforce and the school population extremely difficult.

5.4.4 The impact of gender

In relation to gender matching it is worth returning in the first place to the long debate which has taken place about the role of single-sex classes and single-sex schooling in providing girls with a more appropriate educational setting. In the 1980s and 1990s the debate focused on the challenges which girls faced in co-educational classrooms (Lehmann-Haupt, 1997). Other research indicated that females performed better and felt better about themselves in a single-gender environment (Gillibrand et al. 1999; NCGS, 2000; Streitmatter, 1997; Warrington and Younger, 2001). These classrooms were said to improve girls’ self-esteem (Gillibrand et. Al., 1999), as well as their participation, interest and engagement in mathematics and science, (Streitmatter, 1997; Warrington and Younger, 2001). Although a later review of research on sex-differences in achievement (Wiliam, 2000) suggests that sex differences in cognition are small and, in fact, reducing in some subjects:

‘Perhaps the most important finding is that sex-differences in achievement, even in subjects like mathematics and science, are small, and have been decreasing steadily over the last 20 years. Very few of the tests show a standard mean difference in favour of either males or females of more than 0.4 which means that less than 4 per cent of the variation in individuals’ test scores is related to sex differences’. (p. 661)

The attraction of more males into the teaching profession continues to be advanced as a strategy through which boys can be provided with male role models, even though there is very little data to substantiate any linkage between the gender of the teacher and student attainment and what exists is either inconclusive or counter-indicative. However, the suggestion that the gender of the teacher may impact on pupils’ academic performance is still discussed. The relative dearth of male teachers is often associated with boys’ underachievement and the Training and Development Agency (TDA) has linked the gender gap to too few male teacher role models in the primary sector.

In general the evidence is pointing away from there being a connection between the teacher’s gender and achievement.

However, perhaps of more significance is the fact that most commentators now agree that social class and ethnic background are more important than gender in educational attainment.

5.5 Early years, social care and related professions

As in the education literature, there are studies that suggest that people feel as if someone of the same ethnic background will better understand their
difficulties in early years, social care and related professions. However, as in teaching, in both adult and children’s social care, the numbers of minority ethnic staff are under-represented at all levels of the UK, especially at management level. (Butt and Mirza 1996; Hatton et al 1998). However, some minority ethnic groups, such as African Caribbean workers, are over-represented in day care and residential units but under-represented in community services (Lewis 1996; CVS 1998). The representation of BME communities in childcare training, and on the staff in early years settings is particularly poor (Daycare Trust, 2003). A report for the Women and Equality Unit found this to be particularly true of Asian and Muslim communities (Hall et al., 2004). A Daycare Trust report (2003) suggested that:

‘The recruitment of staff from within black and minority ethnic communities can aid mutual understanding and can dramatically improve delivery of culturally sensitive services. Those parents using services where there was staff representation from the community tended to have the best experience and the most confidence in the service’. (p.190).

The Daycare Trust’s Parents’ Eye project (Daycare Trust 2003) worked with parents and carers from BME communities in six areas in England to assess how the national childcare strategy may be affecting their lives and the lives of their children. African and African-Caribbean participants who had used a service in Croydon valued the positive cultural images which were created. In contrast Bangladeshi parents in Oldham wanted their children to have contact with staff that spoke their own language and appreciated their culture, but had found most services employed very few people from their community. In many communities it was contrary to their cultural norms to leave a child in the care of strangers so a service they could trust, staffed by people they could relate to, may have been particularly significant. The researchers concluded that:

- staff drawn from within Black and minority ethnic communities can aid mutual understanding and can improve delivery of culturally sensitive services; and
- parents using services where staff represented their communities ‘tended to have the best experience and most confidence in the service’

There is some evidence that the situation is improving. BMRB (2006) compared findings from a 2005 survey with the 2001 and 2003 surveys and found that one in ten people working within the full day care sector were from a BME community which represented a two per cent increase since 2003. Nevertheless in the 2006 report, Ensuring Equality: Black and Minority Ethnic Families’ Views on Childcare, the Daycare Trust continued to argue the importance of childcare services focusing on the needs of Black and minority ethnic families. The report makes a number of recommendations including the employment of staff that reflect and understand different cultures. There are other studies which have found parents wanting staff from their own ethnic
groups to be present within their childcare setting (Box, 2001; Evans 2003, Daycare Trust 2003), but there are also those which suggest that the presence of minority ethnic staff may be less important to some parents (NatCen 2005).

In order to arrive at a situation where there is a greater match between families and workers will require more trained workers. Concerns about the training that nursery staff receive for their work with Black and minority ethnic children and parents have also been around for some time (see Asrat-Girma, 1983; Ahmed et al., 1986). The Daycare Trust (2003) identified two aspects which it considered must be addressed: one was training of existing childcare staff to ensure they fully understand and are competent in practising anti-discriminatory services; the other was attracting recruits into working in childcare from BME communities. The work which was conducted on the barriers which stood in the way of access to childcare faced by BME families also showed that, without adequate training on equality issues, confidence was low and the quality of services was both poor and perceived as culturally inadequate.

Successful matching across the dimensions of ethnicity and race has been found to contribute to parent satisfaction (Farmer and Owen 1995; Barter 1999b; Jackson 1996) yet over the years research has highlighted the inadequacy of provision from social service departments to meet the needs of Black families and children (Cheetham, 1981; Ahmed et al., 1986; Barn, 1993; Caesar et al., 1994). There was also evidence that Black service users and carers in contact with statutory services felt that they were often stereotyped and as a result many chose to withdraw from any engagement (Rai-Atkins, 2002).

An examination of the literature failed to identify evidence which linked a professional profile with positive outcomes for children and young people. However, there were many examples which described improved engagement with families and children.

So while having a diverse workforce is an essential part of creating a diverse culture there is evidence to show that the solution is more complex than just increasing the diversity of the workforce. For child protection services, while parents may feel that a Black social worker will be on their side and help them hold their own against White people interfering in their life view they may be suspicious of a Black practitioner because of the contact they may have with the community.

According to The Social Care Institute for Excellence (SCIE) (2006) inadequate and poor-quality support for Black and minority ethnic service users is the result of a shortage of workers with the skills and experience to work with racially and culturally diverse communities. Not surprisingly one key recommendation is for the recruitment, retention and development of a workforce that is able to promote diversity, able to communicate effectively, not operate in a stereotypical manner and one which is able to demonstrate
flexibility. Moran et al., (2004) and Chand and Thoburn (2005) found that the ability of individual staff members to build a relationship with parents was more important than anything else; the style of working and interpersonal skills emerged as the most significant factors and by changing staff’s attitudes and behaviours it was even possible to influence parents’ willingness to engage. If parents are more involved, the chances of positive outcomes for their children would seem to increase.

5.5.1 The wider vision

While the literature has failed to provide conclusive evidence which links diversity of the workforce with specific outcomes, it does contain sufficient findings to signpost potential benefits and cautions. However, the exercise has failed to find studies which explore two areas. The first is in relation to the potential impact of matching disabled workers and disabled service users. There is nothing which yet indicates a linkage between matched service provision and improved outcomes. The second area relates to lesbian, gay, bisexual and transsexual (LGBT) young people and is slightly more complex. Many of the services aimed at these groups have been grown by those communities and there are studies which have explored the contribution which they make to the general well-being of young people (see for example LGBT Youth Scotland, 2004 and Coia et al., 2002). Frankham (1997) explored how schools contributed to the difficulties faced by gay young men accepting or developing a gay identity by a failure to acknowledge their existence, and by allowing and even condoning homophobia.

Dutt and Phillips (2000) found:

‘Within the current context of practice, professionals charged with responsibilities for promoting the welfare of children and their families often struggle with how best to address the needs of Black children and their families. Although many professionals are aware that it is essential to take account of race and culture, and in particular to be culturally sensitive in their practice, they are often at a loss to translate this into practical terms’. (p.37)

In Sangster et al’s (2001) work on the delivery of drug services to BME communities many respondents had rejected ‘colour-blind’ approaches to service-delivery and emphasised the importance of cultural ‘competence’, ‘appropriateness’, ‘sensitivity’ and ‘specificity’ by all members of staff. The authors admit that it was not always clear what was meant by these terms which, while inter-related, seemed to mean different things. Cultural competence was taken to be an umbrella term which described an ability to meet the needs of diverse communities; cultural appropriateness was the mechanism through which cultural competence was achieved; and cultural sensitivity and cultural specificity were central to appropriate ways of working. Although Black and minority ethnic drug workers seemed to be central to the delivery of a culturally appropriate service the workers themselves were
concerned about the dangers of tokenism and of seeing their employment as an end in itself and not part of a process. Although ethnic matching was seen to be appropriate where it was identified as important either by the client or the worker, none of the agencies represented in the study automatically matched staff and user for ethnicity; they did not assume that clients would want to see a worker from their own ethnic background.

This reflects the findings in the Mencap study (Mencap 2006) where the creation or development of services that were culturally appropriate did not mean creating separate services. For example, women only services met the needs of most cultural groups without being ethnically divisive. There are occasions when people may also feel less comfortable with someone of the same ethnic background (Fazil et al., 2002). For example, some south Asian women may feel less comfortable talking to a male, Asian worker than to a White female. Age was also a significant issue in delivering appropriate services – in many cultural groups young people will not speak out openly when older people are present (Mencap, 2006). So, alongside increasing the diversity of the workforce there is the need for the members of the workforce to be culturally sensitive. This would go some of the way to avoid the same sort of labelling as identified by Black and minority ethnic teachers (see above) and described by Dutt and Phillips (1996):

‘Black workers clearly provide a valuable service to both Black and White service users and are an important asset to White agencies. Unfortunately, many Black workers are being pushed into becoming cultural experts and called upon to add the cultural perspective. As the ‘experts’ on culture, they can remain unchallenged, and establish false notions of cultural certainties about issues which are far too complex for one-dimensional explanations’. (p.179)

5.5.2 Conclusions: what is emerging

Through this review of existing literature it has become apparent that there is little conclusive evidence which provides a direct link between a more diverse workforce with improved outcomes for service users. Robust evidence bases for what works does not exist: there are few national, regional or longitudinal studies and few comparative studies. Overall there is little quantitative evidence and what there is focuses on the teaching workforce and attainment. Instead, there are small-scale qualitative studies that were restricted to local areas or larger studies which have drawn on qualitative and even anecdotal evidence. Many of these studies report the views and experiences of service users and potential users but there is an absence of robust evaluations. But given the fact that, at least in the immediate future, the children’s workforce will not usually reflect or match the client base, staff must have the capacity to work effectively across it. In view of this it is important to pay particular attention to the following point which has emerged from the review, while drawn from education, it reflects the fact that more attention has been applied
in that sector to look for connections, the points raised can be generalised across other sectors and populations.

There is a need for more sophisticated research to explore complex inter-relationship of variables. So, for example, in conducting a systematic review, Parker-Jenkins et al., (2004) found little empirical research had been conducted on how to raise attainment of pupils from diverse backgrounds. They identified a need for more research into the attainment of specific groups and a greater differentiation between the categories 'Black African', 'Black Caribbean' and 'Asian', alongside a better understanding about which groups within the umbrella term 'minority ethnic pupils' are under-achieving.

Five years after the Audit Commission (2002) commented on the absence of evidence to link positive outcomes and diversity strategies the situation has changed very little. But we now seem to be in a better position to be able to address the deficit in a more focused and sophisticated manner.
7 NATIONAL DATA ANALYSIS CONTEXT

This chapter outlines the data available to explore relationships between the diversity of the children’s workforce and outcomes for children, young people and families within the Every Child Matters (ECM) Framework.

Key points from this chapter
The key points arising from our data review to prepare for the analysis are:

- The analysis was very much prescribed by the workforce and user data available; covering as it did only parts of the children’s workforce and users of some children’s services, albeit that these are the largest and most universal;
- It was also limited by the need to have data at the local geographical level and this was not available for some parts of the workforce and for many non-educational outcomes;
- As a consequence, much of the focus has to be on educational outcomes and the divergence in diversity between the teaching workforce and school pupils;
- Data on age, gender, ethnicity and disability is not necessarily sufficiently complete (or defined in the same way in all data sets), and this has prevented consideration of gender relationships, for example (and has also limited the number of local authorities which could be considered for case studies);
- Even so, relationships examining differences in the ethnicity of service users and the workforce and outcomes across the range of Every Child Matters outcomes could be examined.

7.1 Data Review

A review of the data sources for members of the children’s workforce and service users was undertaken to assess coverage in terms of a range of diversity characteristics (namely age, gender, ethnicity and disability). Data sources measuring outcomes for each of the national priority targets in the Every Child Matters Outcomes Framework were also examined, to establish the evidence base through which links between workforce diversity and outcomes could be explored. Annex 3 shows the results of this data mapping work undertaken, with the key points being outlined below.

Table 1 outlines the table key data sets that have been used in this research.
### Table 1 Descriptions of key data sets

<table>
<thead>
<tr>
<th>Category</th>
<th>Group/outcome</th>
<th>Source</th>
<th>Year</th>
<th>Description</th>
<th>Notes on analysis</th>
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<tr>
<td>Workforce</td>
<td>Teacher ethnicity</td>
<td>DfES</td>
<td>2006</td>
<td>Ethnicity of teachers reported by LA</td>
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<td>Workforce</td>
<td>Social Services staff</td>
<td>Health and Social Care Information Centre</td>
<td>2005</td>
<td>Ethnicity to all social services staff by ethnicity</td>
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<td>Service user</td>
<td>Pupil ethnicity</td>
<td>DfES</td>
<td>2006</td>
<td>Pupil Level Annual Schools Census (PLASC)</td>
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<tr>
<td>Service user</td>
<td>Looked after children ethnicity</td>
<td>DfES</td>
<td>2006</td>
<td>Return from LA on form SSDA 903</td>
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<td>ECM Outcome</td>
<td>Obesity in reception aged children (4-5)</td>
<td>DoH</td>
<td>2005/06</td>
<td>National Childhood Obesity Database</td>
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<tr>
<td>ECM Outcome</td>
<td>Obesity in year 6 children (10-11)</td>
<td>DoH</td>
<td>2005/06</td>
<td>National Childhood Obesity Database</td>
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<tr>
<td>ECM Outcome</td>
<td>Conception under 18</td>
<td>DCLG</td>
<td>2003/04</td>
<td>Best Value Practice Indicators</td>
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<td>ECM Outcome</td>
<td>Re-registrations on the child protection register</td>
<td>DCLG</td>
<td>2003/04</td>
<td>Best Value Practice Indicators</td>
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<td>ECM Outcome</td>
<td>Stability of placements of looked after children</td>
<td>DCLG</td>
<td>2003/04</td>
<td>Best Value Practice Indicators</td>
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<td>ECM Outcome</td>
<td>Half days missed through absence</td>
<td>DCLG</td>
<td>2003/04</td>
<td>Best Value Practice Indicators</td>
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<tr>
<td>ECM Outcome</td>
<td>Level of development reached at the end of foundation stage (correlations with all 13 outcomes)</td>
<td>DfES</td>
<td>2006</td>
<td>Foundation Stage Profile</td>
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<tr>
<td>ECM Outcome</td>
<td>Per cent 11yo achieving L4+ in Eng &amp; maths incl. floor target</td>
<td>DCLG</td>
<td>2003/04</td>
<td>Best Value Practice Indicators</td>
<td></td>
</tr>
<tr>
<td>ECM Outcome</td>
<td>Per cent 14yo achieving L5+ in Eng, Maths, Science &amp; IT incl. floor target</td>
<td>DCLG</td>
<td>2003/04</td>
<td>Best Value Practice Indicators</td>
<td></td>
</tr>
<tr>
<td>ECM Outcome</td>
<td>Measure</td>
<td>Source</td>
<td>Year</td>
<td>Indicators</td>
<td></td>
</tr>
<tr>
<td>-------------------------------------</td>
<td>------------------------------------------------------------------------</td>
<td>--------</td>
<td>-------</td>
<td>------------------------------------------------</td>
<td></td>
</tr>
<tr>
<td>ECM Outcome</td>
<td>Per cent 14yo achieving L5+ in Eng, Maths, Science &amp; IT incl. floor target</td>
<td>DCLG</td>
<td>2003/04</td>
<td>Best Value Practice Indicators</td>
<td></td>
</tr>
<tr>
<td>ECM Outcome</td>
<td>Educational achievement of 16yo LAC compared with peers</td>
<td>DCLG</td>
<td>2003/04</td>
<td>Best Value Practice Indicators</td>
<td></td>
</tr>
<tr>
<td>ECM Outcome</td>
<td>Permanent exclusions</td>
<td>DCLG</td>
<td>2003/04</td>
<td>Best Value Practice Indicators</td>
<td></td>
</tr>
<tr>
<td>ECM Outcome</td>
<td>per cent of 16 – 18 year olds not in education or training</td>
<td>DfES</td>
<td>2003/04</td>
<td>Participation in education and training by 16 and 17 year olds in each local area in England</td>
<td></td>
</tr>
</tbody>
</table>
7.1.1 **Workforce data**

Our starting point in defining the children's workforce was the footprint covered by the Children's Workforce Development Council (CWDC) and the SIC and SOC codes for these and close equivalents. There is not a direct match. Annex 2 contains the working definition we used for this study.

In terms of the availability of data on the diversity of this workforce, we found the following:

- For significant parts of the workforce – schools teaching staff, childcare and early years, and social care workers – there are reasonably good national data sets at the regional and local authority level, although some weaknesses in coverage of ethnicity and disability were identified (with some local authority data being incomplete) and little information on gender. In some cases such as social care staff it is not possible to disaggregate these to appropriate groups such as social workers.

- Alternative sources have better coverage of the children’s workforce – such as the Labour Force Survey (LFS) and the 2001 Population Census – and include sub categories that capture a wider number of distinctive groups in the children’s workforce. However they have some weaknesses.

- The LFS is based on a small sample and we would have to decide whether the numbers at local authority level would be large enough to be used.

- The census is probably out of date for these purposes, as we suspect there have been changes in workforce diversity, especially ethnic diversity, since April 2001 and changes arising from the Every Child Matters strategy implementation.

As a consequence we have used the government data sets for the workforce except where there was no alternative but to use the LFS (Quarter 2 2006); for example, for youth and community workers, school support staff. The data sets used are listed in Annex 4.

Since this research project started in November 2006 a number of initiatives are being taken forward by the Children's Workforce Development Council (CWDC) and their partner organisations in the Children's Workforce Network (CWN) to increase diversity and improve the availability of workforce data. CWDC is also planning to produce a ‘state of the children's workforce’ annual report in collaboration with the CWN partners. The report will build on the ‘state of the children's social care workforce’ report which is currently in development and will aim to cover diversity where the information is available. The social care report is expected to be published on the CWDC website (www.cwdcouncil.org.uk) at the end of May 2008 whilst the report on the wider children's workforce will be available Spring 2009.

7.1.2 **Service user data**

In analysing the quality of the service user data, we found that for school age children there were comprehensive national data sets with regional and local authority level diversity information; and there were also reasonably good/accurate
data sets for looked after children, children at risk, children in need, and
statemented children. However, there were gaps, such as users of youth and
community and pre-school services (though arguably potential users could be used
in this instance). As a consequence, national data sets were used which can be
matched most closely to specific groups of the children’s workforce.

7.1.3 Performance data
In reviewing potential sources of service performance data, we found that as
expected, there are much more comprehensive and reliable data at the regional
and local authority levels relating to children’s attainment and behaviour in school,
since these are data which the DCSF and the Audit Commission have been
collecting for some years. However, data coverage across the Every Child Matters
Outcomes Framework is variable. For example, there are many more data on
outcomes relating to ‘enjoy and achieve’ and ‘achieve economic well-being’ than to
‘be healthy’ and ‘making a positive contribution’ at local authority level, although
there is reasonable level of coverage at the regional level. As a consequence we
have attempted to examine the relationships for a balanced selection of outcomes,
choosing at least two or three from each theme, while recognising this provides an
indicative rather than a comprehensive picture.

7.1.4 Geographical scale
In terms of the level at which suitable data is available, we found that some data on
outcomes was only available at the regional level, because they were drawn from
national samples and were too small to be disaggregated; and most data available
at lower levels related to the local authority as well as districts so there was little
point in examining data at district level. As a consequence, we decided to use
regional and local authority level data.

7.1.5 Diversity
In terms of the overall availability of data by diversity characteristic, we found that:

- ethnicity data was the most reliably collected and was available for teachers
  and social services staff at the local authority level. Other diversity data for
  the children’s workforce was collected by surveys that was not robust at local
  authority level;
- data on age and disability were generally not available at local authority level
  even for teachers; and
- there are a few general weaknesses around common definitions being used
  in the workforce and the related service users. The key problems were over
  inconsistent categories for ethnicity, and were overcome by using White/Non-
  White as the category for analysis.

As a consequence, unless performance data were disaggregated, variance in
diversity was related to performance data for all service users.
7.2 What relationships to focus on?

The results of the mapping of data are summarised in Annex 3, which demonstrates the possible relationships between diversity and outcomes that can be explored at local authority and regional level with the data available.

Due to the large number of relationships that could be explored we have focused on those relationships where data was available which could be used at the most disaggregated level, and on gender and ethnicity. Annex 4 outlines the relationships we sought to investigate, and details the workforce and service user diversity data and the relevant outcome data source.

Table 2 below sets out the data analysed in this report. Several relationships have not been explored because data has not been made available, principally because data are not available at the local authority level or for the workforce group. More significantly it has not been possible to analyse gender diversity as workforce data, where available at the local authority level; is not considered by DCSF to be sufficiently comprehensive for this analysis.
Table 2 Summary of data analysed

<table>
<thead>
<tr>
<th>Outcome theme</th>
<th>ECM Outcome measure</th>
<th>Workforce Group</th>
<th>Service user group</th>
<th>Geographical level</th>
<th>Notes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Be healthy</td>
<td>Obesity in reception aged children (4-5)</td>
<td>Primary schools with reception and nursery</td>
<td>All school children</td>
<td>SHA</td>
<td>Completed</td>
</tr>
<tr>
<td>Be healthy</td>
<td>Obesity on year 6 (10-11)</td>
<td>Primary schools with reception and nursery</td>
<td>All school children</td>
<td>SHA</td>
<td>Completed</td>
</tr>
<tr>
<td>Be healthy</td>
<td>Conception under 18</td>
<td>Teachers</td>
<td>All school children (women 15-18)</td>
<td>LA</td>
<td>Completed</td>
</tr>
<tr>
<td>Stay safe</td>
<td>Re-registrations on the child protection register</td>
<td>LA Social Services staff</td>
<td>Children U18 on child protection register</td>
<td>LA</td>
<td>Completed – Looked after children were substituted for children on the CPR</td>
</tr>
<tr>
<td>Stay safe</td>
<td>Adoptions of looked after children</td>
<td>LA Social Services staff</td>
<td>Looked after children (PLASC)</td>
<td>LA</td>
<td>Completed – Stability of placements was substituted for Adoptions</td>
</tr>
<tr>
<td>Enjoy and achieve</td>
<td>Half days missed through absence</td>
<td>All teachers</td>
<td>All school children</td>
<td>LA</td>
<td>Completed</td>
</tr>
<tr>
<td>Enjoy and achieve</td>
<td>Level of development reached at the end of foundation stage (correlations with all 13 outcomes)</td>
<td>All teachers</td>
<td>All school children</td>
<td>LA</td>
<td>Completed</td>
</tr>
<tr>
<td>Enjoy and achieve</td>
<td>Per cent 11yo achieving L4+ in Eng &amp; maths incl. floor target</td>
<td>All teachers</td>
<td>Primary school children</td>
<td>LA</td>
<td>Completed</td>
</tr>
<tr>
<td>Enjoy and achieve</td>
<td>Per cent 14yo achieving L5+ in Eng, Maths, Science &amp; IT incl. floor target</td>
<td>All teachers</td>
<td>All school children</td>
<td>LA</td>
<td>Completed</td>
</tr>
<tr>
<td>Outcome theme</td>
<td>ECM Outcome measure</td>
<td>Workforce Group</td>
<td>Service user group</td>
<td>Geographical level</td>
<td>Notes</td>
</tr>
<tr>
<td>----------------------------</td>
<td>-------------------------------------------------------------------------------------</td>
<td>-------------------------------</td>
<td>-----------------------------------------------------------------------------------</td>
<td>--------------------</td>
<td>-------</td>
</tr>
<tr>
<td>Enjoy and achieve</td>
<td>Educational achievement of 16 year olds LAC compared with peers</td>
<td>Teachers</td>
<td>Looked after children and all school children</td>
<td>LA</td>
<td>Completed</td>
</tr>
<tr>
<td>Make a positive contribution</td>
<td>Permanent exclusions</td>
<td>Teachers</td>
<td>All school children</td>
<td>LA</td>
<td>Completed</td>
</tr>
<tr>
<td>Achieve economic well-being</td>
<td>Per cent of 16 - 18 year olds not in education or training</td>
<td>Teachers</td>
<td>All school children</td>
<td>LA</td>
<td>Completed</td>
</tr>
</tbody>
</table>
It should also be noted that this means the most robust data available for all local authorities relates to teachers and pupils, and for social services staff and looked after children. Consequently, it was decided to use the diversity of pupils as a proxy for the diversity of service users, and the diversity of teachers as a proxy for the diversity of the children’s workforce. While the diversity of pupils is a strong proxy, given the UK’s high participation rates in education, the diversity of teachers is a more limited proxy for the most relevant part of the children’s workforce in some cases.

7.3 Data analysis

In order to establish if there are relationships between differences in the ethnic diversity of the children’s workforce and service users a measure of divergence was required to feed into bi-variate analyses against outcome measures.

Two measures were identified between the workforce and service users and used in the correlations. In both cases ethnic diversity had to be reduced to White and Non-White because workforce ethnicity categories do not necessarily match service user categories. The two measures are:

- **Percentage point difference**: This is calculated by subtracting the proportion of Non-White service users from the proportion of Non-White workforce members. This results in a positive figure if there are proportionally more Non-White workers in the children’s workforce than service users. A negative figure results where the opposite is true – i.e. where the workforce is more diverse than their service users. The larger the number (positive or negative) represents a greater divergence in diversity.

- **Ratio of the percentage of Non-White pupils to Non-White teachers**: A high number indicates that there are many more Non-White pupils than teachers, a number less than one indicates the reverse, with a ratio of one indicating parity.

Both methods have their advantages and disadvantages. The percentage point difference between Non-White pupils and teachers has the advantage that it gives more weight to those local authorities with highly diverse communities, thus incorporating an element of the impact by taking account of the number of children from Non-White backgrounds. However, this also brings with it a significant drawback: local authorities which have large Non-White populations will have larger percentage point differences between teachers and pupils. This problem is removed if the ratios between the percentage of Non-White teachers and pupils are considered although using the ratio means that the comparative impact (taken as the overall diversity of the local authority) is not taken into account. As a consequence, we have undertaken most correlations using both measures.
8 NATIONAL DATA ANALYSIS RESULTS

This chapter describes the quantitative analyses undertaken to identify if there are statistical relationships between the diversity of the children’s workforce and outcomes for children, young people and families after the presentation of an analysis of the patterns of divergence in ethnicity between the children’s workforce and service users.

8.1 Overview of Diversity and Divergence

Tables 3 to 5 show the local authorities with the highest and lowest proportions of workers and service users who are Non-White. The full data set is used for the analysis below.

The data shows that:

- In general, service users are more likely to be Non-White than the workforce with the proportions of pupils who are Non-White being significantly greater than teachers.

- The highest proportions of Non-White pupils are in London boroughs, accounting for 21 of the top 25 local authorities (over 45 per cent); this is much the same with looked after children with London boroughs accounting for 23 out of the top 25 Non-White (over 42 per cent).

- The lowest proportions are generally in county and unitary local authorities, 19 of the bottom 25 for pupils (below 4.4 per cent).

- For teachers, the highest proportions of Non-White staff are also in London boroughs though they account for only 11 of the top 25 (over 14 per cent) and relatively fewer of the Inner London boroughs make the top 25 local authorities. The lowest proportions are also county and unitary authorities though more Metropolitan Districts are among the bottom 25 compared with pupils.

- More social services staff are Non-White than teachers, the top 25 are above 31 per cent rising to 63 per cent. Fewer London boroughs are among the top 25, only six.
### Table 3 Local authorities with the highest ethnic diversity (teachers and pupils)

<table>
<thead>
<tr>
<th>Local authorities with the highest proportion of Non-White teachers</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Haringey</td>
<td>32.5</td>
</tr>
<tr>
<td>Havering</td>
<td>28.2</td>
</tr>
<tr>
<td>Westminster</td>
<td>26.7</td>
</tr>
<tr>
<td>Redbridge</td>
<td>26.5</td>
</tr>
<tr>
<td>Tower Hamlets</td>
<td>25.6</td>
</tr>
<tr>
<td>Kingston upon Thames</td>
<td>25.0</td>
</tr>
<tr>
<td>Enfield</td>
<td>23.4</td>
</tr>
<tr>
<td>Richmond upon Thames</td>
<td>22.5</td>
</tr>
<tr>
<td>Kensington and Chelsea</td>
<td>21.2</td>
</tr>
<tr>
<td>Lewisham</td>
<td>20.9</td>
</tr>
<tr>
<td>England</td>
<td>9.3</td>
</tr>
</tbody>
</table>

Source: DfES 2006

### Table 4 Local authorities with the lowest ethnic diversity (teachers and pupils)

<table>
<thead>
<tr>
<th>Local authorities with the lowest proportion of Non-White teachers</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bath and NE Somerset</td>
<td>0.0</td>
</tr>
<tr>
<td>Poole</td>
<td>0.3</td>
</tr>
<tr>
<td>Birmingham</td>
<td>0.4</td>
</tr>
<tr>
<td>Plymouth</td>
<td>0.4</td>
</tr>
<tr>
<td>Gateshead</td>
<td>0.5</td>
</tr>
<tr>
<td>Wigan</td>
<td>0.5</td>
</tr>
<tr>
<td>Rutland</td>
<td>0.7</td>
</tr>
<tr>
<td>North Somerset</td>
<td>0.7</td>
</tr>
<tr>
<td>North Tyneside</td>
<td>0.7</td>
</tr>
<tr>
<td>North Yorkshire</td>
<td>0.7</td>
</tr>
<tr>
<td>England</td>
<td>9.3</td>
</tr>
</tbody>
</table>

Source: DfES 2006

<table>
<thead>
<tr>
<th>Local authorities with the lowest proportion of Non-White pupils</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>East Riding of Yorkshire</td>
<td>1.7</td>
</tr>
<tr>
<td>Durham</td>
<td>2.0</td>
</tr>
<tr>
<td>Herefordshire</td>
<td>2.1</td>
</tr>
<tr>
<td>Northumberland</td>
<td>2.3</td>
</tr>
<tr>
<td>Sefton</td>
<td>2.3</td>
</tr>
<tr>
<td>Hartlepool</td>
<td>2.3</td>
</tr>
<tr>
<td>Rutland</td>
<td>2.3</td>
</tr>
<tr>
<td>Halton</td>
<td>2.7</td>
</tr>
<tr>
<td>Somerset</td>
<td>2.7</td>
</tr>
<tr>
<td>North East Lincolnshire</td>
<td>3.0</td>
</tr>
<tr>
<td>England</td>
<td>16.4</td>
</tr>
</tbody>
</table>

Source: DfES 2006
Table 5 Local authorities with the highest and lowest ethnic diversity (social services staff)

<table>
<thead>
<tr>
<th>Local authorities with the highest proportion of Non-White social services staff</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Brent</td>
<td>62.9</td>
</tr>
<tr>
<td>Lambeth</td>
<td>61.5</td>
</tr>
<tr>
<td>Newham</td>
<td>59.5</td>
</tr>
<tr>
<td>Waltham Forest</td>
<td>56.1</td>
</tr>
<tr>
<td>Tower Hamlets</td>
<td>54.1</td>
</tr>
<tr>
<td>Haringey</td>
<td>58.4</td>
</tr>
<tr>
<td>Ealing</td>
<td>52.6</td>
</tr>
<tr>
<td>Hammersmith and Fulham</td>
<td>47.1</td>
</tr>
<tr>
<td>Harrow</td>
<td>45.6</td>
</tr>
<tr>
<td>Islington</td>
<td>44.8</td>
</tr>
<tr>
<td>England</td>
<td>15.9</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Local authorities with the lowest proportion of Non-White social services staff</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>East Riding of Yorkshire</td>
<td>0.2</td>
</tr>
<tr>
<td>Hartlepool</td>
<td>0.2</td>
</tr>
<tr>
<td>North East Lincolnshire</td>
<td>0.4</td>
</tr>
<tr>
<td>Redcar and Cleveland</td>
<td>0.5</td>
</tr>
<tr>
<td>Gateshead</td>
<td>0.6</td>
</tr>
<tr>
<td>Northumberland</td>
<td>0.6</td>
</tr>
<tr>
<td>Durham</td>
<td>0.7</td>
</tr>
<tr>
<td>North Tyneside</td>
<td>0.7</td>
</tr>
<tr>
<td>North Yorkshire</td>
<td>0.7</td>
</tr>
<tr>
<td>Warrington</td>
<td>0.7</td>
</tr>
<tr>
<td>England</td>
<td>15.9</td>
</tr>
</tbody>
</table>

Source: Health and Social Care Information Centre (2005)

Table 6 Local authorities with the highest and lowest ethnic diversity (Looked After Children)

<table>
<thead>
<tr>
<th>Local authorities with the highest proportion of Non-White looked after children</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Brent</td>
<td>77.5</td>
</tr>
<tr>
<td>Lambeth</td>
<td>74.2</td>
</tr>
<tr>
<td>Newham</td>
<td>68.6</td>
</tr>
<tr>
<td>Westminster</td>
<td>67.8</td>
</tr>
<tr>
<td>Haringey</td>
<td>67.7</td>
</tr>
<tr>
<td>Hackney</td>
<td>64.5</td>
</tr>
<tr>
<td>Kensington &amp; Chelsea</td>
<td>63.0</td>
</tr>
<tr>
<td>Tower Hamlets</td>
<td>62.7</td>
</tr>
<tr>
<td>Southwark</td>
<td>62.5</td>
</tr>
<tr>
<td>Hillingdon</td>
<td>62.2</td>
</tr>
<tr>
<td>England</td>
<td>21.7</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Local authorities with the lowest proportion of Non-White looked after children</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Durham</td>
<td>0.0</td>
</tr>
<tr>
<td>Northumberland</td>
<td>0.0</td>
</tr>
<tr>
<td>Hartlepool</td>
<td>0.0</td>
</tr>
<tr>
<td>Redcar &amp; Cleveland</td>
<td>0.0</td>
</tr>
<tr>
<td>Stockton On Tees</td>
<td>0.0</td>
</tr>
<tr>
<td>North Tyneside</td>
<td>0.0</td>
</tr>
<tr>
<td>Blackpool</td>
<td>0.0</td>
</tr>
<tr>
<td>Halton</td>
<td>0.0</td>
</tr>
<tr>
<td>Warrington</td>
<td>0.0</td>
</tr>
<tr>
<td>Sefton</td>
<td>0.0</td>
</tr>
<tr>
<td>England</td>
<td>21.7</td>
</tr>
</tbody>
</table>

Source: DfES PLASC (2006)

Even so, there are high and significant correlations between the levels of Non-White service users and workers (Table 7). This suggests that areas with high proportions of Non-White pupils and looked after children also have relatively high proportions of Non-White teachers and social services staff respectively.
Table 7 Correlations between workforce and service users (Pearson correlation coefficients)

<table>
<thead>
<tr>
<th>Percentages</th>
<th>Non-White teachers</th>
<th>Non-White social services staff</th>
</tr>
</thead>
<tbody>
<tr>
<td>Non-White pupils</td>
<td>0.713**</td>
<td></td>
</tr>
<tr>
<td>Non-White looked after children</td>
<td></td>
<td>0.956**</td>
</tr>
</tbody>
</table>

** Correlation is significant at the 0.01 level (2-tailed).

Tables 8 to 10 set out the local authorities with the highest and lowest levels of divergence. Table 11 shows divergence at a regional level between service users and the children’s workforce. Drawing on the full data set, the data shows that:

- the divergence between the children’s workforce and children is generally high; the children’s workforce is predominantly White;
- the greatest divergence is between social services staff and looked after children even though social work staff are more ethnically representative than teachers;
- the divergences at local authority level vary between the different workforce groups though greater divergence appears to be in areas with the higher levels of Non-White populations. London boroughs account for most of the top 25 in terms of percentage point differences (for both teachers/pupils and social service staff/looked after children) though a few outer London boroughs also appear in the bottom 25;
- fewer London boroughs appear in the top 25 of the ratio measures of divergence; some also appear in the bottom 25, suggesting some have a much closer match than others;
- at the regional level primary schools teachers, nursery school teachers, after school club staff, holiday club staff and childminders are more ethnically representative of pupils than teachers or social services staff; and
- London and the West Midlands have the greatest divergences even for child care staff.
Table 8 Ethnic divergence between teachers and pupils in local authorities (percentage point difference)

<table>
<thead>
<tr>
<th>Local authorities with the highest ethnic divergence between all pupils and all teachers</th>
<th>Ethnic divergence (percentage point difference)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Newham</td>
<td>65.7</td>
</tr>
<tr>
<td>Brent</td>
<td>62.4</td>
</tr>
<tr>
<td>Ealing</td>
<td>60.0</td>
</tr>
<tr>
<td>Hackney</td>
<td>55.0</td>
</tr>
<tr>
<td>Hounslow</td>
<td>53.8</td>
</tr>
<tr>
<td>Tower Hamlets</td>
<td>53.4</td>
</tr>
<tr>
<td>Southwark</td>
<td>53.2</td>
</tr>
<tr>
<td>Lambeth</td>
<td>52.8</td>
</tr>
<tr>
<td>Harrow</td>
<td>51.3</td>
</tr>
<tr>
<td>Birmingham</td>
<td>50.0</td>
</tr>
<tr>
<td><strong>England</strong></td>
<td><strong>12.4</strong></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Local authorities with the lowest ethnic divergence between all pupils and all teachers</th>
<th>Ethnic divergence (percentage point difference)</th>
</tr>
</thead>
<tbody>
<tr>
<td>East Riding</td>
<td>0.2</td>
</tr>
<tr>
<td>Warrington</td>
<td>0.7</td>
</tr>
<tr>
<td>Northumberland CC</td>
<td>1.0</td>
</tr>
<tr>
<td>Hartlepool</td>
<td>1.2</td>
</tr>
<tr>
<td>Durham County</td>
<td>1.2</td>
</tr>
<tr>
<td>Sefton</td>
<td>1.3</td>
</tr>
<tr>
<td>Salford</td>
<td>1.3</td>
</tr>
<tr>
<td>Richmond</td>
<td>1.6</td>
</tr>
<tr>
<td>Rutland</td>
<td>1.7</td>
</tr>
<tr>
<td>Devon</td>
<td>1.8</td>
</tr>
<tr>
<td><strong>England</strong></td>
<td><strong>12.4</strong></td>
</tr>
</tbody>
</table>

Source: DfES (2006)

Table 9 Ethnic divergence between teachers and pupils in local authorities (ratio between Non-White pupils and Non-White teachers)

<table>
<thead>
<tr>
<th>Local authorities with the highest ethnic divergence between all pupils and all teachers</th>
<th>Ethnic divergence (Ratio)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Birmingham</td>
<td>123.0</td>
</tr>
<tr>
<td>Blackburn with Darwen</td>
<td>40.1</td>
</tr>
<tr>
<td>Gateshead</td>
<td>36.5</td>
</tr>
<tr>
<td>Poole</td>
<td>27.6</td>
</tr>
<tr>
<td>Bradford</td>
<td>27.6</td>
</tr>
<tr>
<td>Plymouth</td>
<td>20.7</td>
</tr>
<tr>
<td>Derby</td>
<td>16.7</td>
</tr>
<tr>
<td>Bolton</td>
<td>15.5</td>
</tr>
<tr>
<td>Hounslow</td>
<td>13.4</td>
</tr>
<tr>
<td>West Sussex</td>
<td>11.8</td>
</tr>
<tr>
<td><strong>England</strong></td>
<td><strong>1.76</strong></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Local authorities with the lowest ethnic divergence between all pupils and all teachers</th>
<th>Ethnic divergence (Ratio)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Herefordshire</td>
<td>0.52</td>
</tr>
<tr>
<td>Havering</td>
<td>0.53</td>
</tr>
<tr>
<td>Blackpool</td>
<td>0.62</td>
</tr>
<tr>
<td>Derbyshire</td>
<td>0.64</td>
</tr>
<tr>
<td>Devon</td>
<td>0.68</td>
</tr>
<tr>
<td>Salford</td>
<td>0.85</td>
</tr>
<tr>
<td>Warrington</td>
<td>0.86</td>
</tr>
<tr>
<td>Richmond upon Thames</td>
<td>0.93</td>
</tr>
<tr>
<td>East Riding of Yorkshire</td>
<td>1.14</td>
</tr>
<tr>
<td>Bromley</td>
<td>1.15</td>
</tr>
<tr>
<td><strong>England</strong></td>
<td><strong>1.76</strong></td>
</tr>
</tbody>
</table>

Source: DfES (2006)
Table 10 Ethnic divergence between social services staff and looked after children in local authorities (percentage point)

<table>
<thead>
<tr>
<th>Local authorities with the highest ethnic divergence between looked after children and all social services staff</th>
<th>Ethnic divergence (per cent)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Brent</td>
<td>76.2</td>
</tr>
<tr>
<td>Lambeth</td>
<td>73.1</td>
</tr>
<tr>
<td>Haringey</td>
<td>66.7</td>
</tr>
<tr>
<td>Westminster</td>
<td>66.0</td>
</tr>
<tr>
<td>Norfolk</td>
<td>64.7</td>
</tr>
<tr>
<td>Hackney</td>
<td>62.8</td>
</tr>
<tr>
<td>Kensington and Chelsea</td>
<td>61.6</td>
</tr>
<tr>
<td>Tower Hamlets</td>
<td>61.2</td>
</tr>
<tr>
<td>Southwark</td>
<td>60.9</td>
</tr>
<tr>
<td>Hillingdon</td>
<td>60.8</td>
</tr>
<tr>
<td>England</td>
<td>15.1</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Local authorities with the lowest ethnic divergence between looked after children and all social services staff</th>
<th>Ethnic divergence (per cent)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Wigan</td>
<td>0.1</td>
</tr>
<tr>
<td>Stoke-on-Trent UA</td>
<td>0.1</td>
</tr>
<tr>
<td>Rotherham</td>
<td>0.2</td>
</tr>
<tr>
<td>Doncaster</td>
<td>0.2</td>
</tr>
<tr>
<td>Cumbria</td>
<td>0.2</td>
</tr>
<tr>
<td>St. Helens</td>
<td>0.2</td>
</tr>
<tr>
<td>Bournemouth UA</td>
<td>0.3</td>
</tr>
<tr>
<td>Plymouth UA</td>
<td>0.3</td>
</tr>
<tr>
<td>South Tyneside</td>
<td>0.3</td>
</tr>
<tr>
<td>Sefton</td>
<td>0.7</td>
</tr>
<tr>
<td>Barnsley</td>
<td>0.7</td>
</tr>
<tr>
<td>England</td>
<td>15.1</td>
</tr>
</tbody>
</table>

Source: DfES PLASC 2006 and Health and Social Care Information Centre (2003/04)
Table 11 Ethnic divergence between children’s workforce and all pupils (percentage point difference)

<table>
<thead>
<tr>
<th>Government office region</th>
<th>Divergence between all teachers and all pupils</th>
<th>Divergence between staff in primary schools with nursery and reception classes and all primary school pupils</th>
<th>Divergence between nursery staff and all primary school pupils</th>
<th>Divergence between after school club staff and all children</th>
<th>Divergence between holiday club staff and all children</th>
<th>Divergence between childminders and all children</th>
</tr>
</thead>
<tbody>
<tr>
<td>East Midlands</td>
<td>9.2</td>
<td>6.8</td>
<td>6.8</td>
<td>1.9</td>
<td>6.8</td>
<td>2.8</td>
</tr>
<tr>
<td>East of England</td>
<td>8.2</td>
<td>6.8</td>
<td>9.8</td>
<td>16.1</td>
<td>8.8</td>
<td>-2.2</td>
</tr>
<tr>
<td>London</td>
<td>33.5</td>
<td>28.9</td>
<td>19.9</td>
<td>2.3</td>
<td>7.9</td>
<td>17.9</td>
</tr>
<tr>
<td>North East England</td>
<td>5.2</td>
<td>5.4</td>
<td>5.4</td>
<td>1.6</td>
<td>-0.6</td>
<td>-0.6</td>
</tr>
<tr>
<td>North West England</td>
<td>9.2</td>
<td>9.8</td>
<td>9.8</td>
<td>6.7</td>
<td>11.8</td>
<td>4.8</td>
</tr>
<tr>
<td>South East England</td>
<td>9.0</td>
<td>9.0</td>
<td>8.0</td>
<td>3.8</td>
<td>5.0</td>
<td>8.0</td>
</tr>
<tr>
<td>South West England</td>
<td>4.9</td>
<td>5.5</td>
<td>3.5</td>
<td>4.5</td>
<td>-1.5</td>
<td>-5.5</td>
</tr>
<tr>
<td>West Midlands</td>
<td>15.2</td>
<td>13.0</td>
<td>16.0</td>
<td>15.4</td>
<td>19.0</td>
<td>15.0</td>
</tr>
<tr>
<td>Yorkshire and Humberside</td>
<td>10.5</td>
<td>9.9</td>
<td>11.9</td>
<td>18.4</td>
<td>7.9</td>
<td>4.9</td>
</tr>
<tr>
<td>England</td>
<td>12.4</td>
<td>9.7</td>
<td>10.7</td>
<td>8.5</td>
<td>8.7</td>
<td>5.7</td>
</tr>
</tbody>
</table>

Source: 2002/3 childcare and early years workforce survey, Surestart

Table 11 shows the divergence between various elements of the children’s workforce and their associated service users. It has been possible to report more widely on the children’s workforce at the government office level because the survey based data, were not robust to local authority level. Social services staff data was not presented at a government office level, and could not be directly aggregated from local authorities.

8.2 Relationship correlations

The correlations presented below identify whether or not there is a statistical relationship between the divergence in diversity and the outcome. However, this does not pre-suppose causality; the divergence is not necessarily the cause of the outcome. For example, it is possible that scores on a deprivation index could predict more of the variance than the divergence of diversity. As we have seen above, areas in which there is high divergence of diversity between for example teachers and pupils also tend to be urban areas with large ethnic minority populations. These same areas often score highly on deprivation indices.

8.2.1 Childhood obesity

There were no significant correlations between childhood obesity and the ethnic divergence of teachers and pupils. Two relationships were tested: obesity of 4-5 year olds and ethnic divergence between pupils and teachers, and obesity of 10-11
year olds and the ethnic divergence between pupils and teachers. Both could only be tested at the regional level. This meant that the number of data points was low, which may have meant that any weak association could not be distinguished from a chance result.

There were no significant correlations between childhood obesity and the ratio of Non-White pupils to Non-White teachers.

### 8.2.2 Under 18 conceptions

The correlation between the under 18 conception rate and the ethnic divergence between all teachers and all secondary school pupils is 0.235. This is a weak correlation, significant at the .05 level. The correlation is positive indicating that local authorities with high under 18 conception rates are slightly more likely to have a high divergence of ethnicity between the teaching workforce and pupils.

There were no significant correlations between the rate of under 18 conceptions and the ratio of Non-White pupils to Non-White teachers. There was a significant correlation between the under 18 conception rate and the ethnic divergence between all social services staff and looked after children. This relationship was significant for both the percentage point difference (0.222) and ratio (0.262) methods of calculating divergence at the 0.01 level.
8.2.3 **Looked after Children**

The indicators under Every Child Matters which relate to looked after children fall under the overarching theme of ‘Stay Safe’. Using data from the local authorities’ best value performance indicators, it has been possible to correlate the following indicators with the ethnic divergence between social services staff and looked after children: stability of placements, educational achievements of looked after children and re-registration on the Child Protection Register.

There was a weak significant correlation between the level of education achievement of looked after children and the ratio of Non-White social services staff to Non-White looked after children (-0.166, significant at 0.05). This result indicates that the lower the divergence, the greater the achievement of looked after children.

There were also weakly significant correlations between re-registrations on the Child Protection Register and both the percentage point divergence and the ratio of Non-White social services staff to Non-White looked after children (-0.171 and -0.212, both significant at the 0.05 level).

These results indicate that local authorities which have a low divergence are more likely to have children re-register on the Child Protection Register. This might be counterintuitive. However, as the correlation is very weak, it is possible that there are other factors influencing this relationship.
8.2.4 Absence from schools

There was a very weak association between half day absences from secondary schools and the ethnic divergence between teachers and secondary school pupils. The coefficient was 0.201, significant at the .05 level.

There were no significant correlations between absence from primary schools and the ratio of Non-White pupils to Non-White teachers.

There were no significant correlations between half day absences at primary or secondary schools and the divergence (ratio or percentage point difference) between social services staff and looked after children.

Figure 2 Ethnic divergence of teachers against half day absences in secondary schools

8.2.5 Achievement at Foundation Learning Stage

Table 12 below demonstrates that each of the 13 measures that make up the foundation stage profile showed weak to medium correlations with ethnic divergence between teachers and primary school children. There were no significant correlations between achievement at Foundation Learning stage and the ratio of Non-White pupils to Non-White teachers.
### Table 12 Correlations between the Foundation Learning Stage Profile and the measures of divergence in ethnicity (correlation coefficients)

<table>
<thead>
<tr>
<th>Foundation Learning Stage Profile</th>
<th>Percentage point divergence in diversity between Non-White teachers and pupils</th>
<th>Ratio of Non-White pupils to Non-White teachers (Correlation co-efficient)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Dispositions and attitudes</td>
<td>-.274**</td>
<td>-.002</td>
</tr>
<tr>
<td>Social development</td>
<td>-.300**</td>
<td>-.008</td>
</tr>
<tr>
<td>Emotional development</td>
<td>-.281**</td>
<td>-.025</td>
</tr>
<tr>
<td>Language for communication and thinking</td>
<td>-.333**</td>
<td>-.043</td>
</tr>
<tr>
<td>Linking sounds and letters</td>
<td>-.365**</td>
<td>-.034</td>
</tr>
<tr>
<td>Reading</td>
<td>-.376**</td>
<td>-.061</td>
</tr>
<tr>
<td>Writing</td>
<td>-.197*</td>
<td>-.036</td>
</tr>
<tr>
<td>Numbers as labels for counting</td>
<td>-.363**</td>
<td>-.062</td>
</tr>
<tr>
<td>Calculating</td>
<td>-.370**</td>
<td>-.038</td>
</tr>
<tr>
<td>Shape, space and measures</td>
<td>-.454**</td>
<td>-.066</td>
</tr>
<tr>
<td>Knowledge and understanding of the world</td>
<td>-.300**</td>
<td>-.031</td>
</tr>
<tr>
<td>Physical development</td>
<td>-.217**</td>
<td>-.014</td>
</tr>
<tr>
<td>Creative development</td>
<td>-.224**</td>
<td>-.038</td>
</tr>
</tbody>
</table>

** Correlation is significant at the 0.01 level (2-tailed).

* Correlation is significant at the 0.05 level (2-tailed).

### 8.2.6 Achievement of Level 5 or above at Key Stage 3

Ethnic divergence between the teaching workforce and secondary school pupils showed strong correlations with the achievement of level 5 and above at Key Stage 3. The relationships were significant for English, Maths, Science and ICT. The negative correlations indicate that local authorities with a high level of divergence between pupils and teachers were more likely to have low rates of achievement at Key Stage 3.

There were no significant correlations between achievement of level 5 in Key Stage 3 and the ratio of Non-White pupils to Non-White teachers.

### Table 13 Correlations between achievement at Key Stage 3 and the ethnic divergence of all teachers and secondary school pupils

<table>
<thead>
<tr>
<th></th>
<th>Correlation coefficient</th>
</tr>
</thead>
<tbody>
<tr>
<td>Level 5 or above in KS3 results – English</td>
<td>-.416(***)</td>
</tr>
<tr>
<td>Level 5 or above in KS3 results – Maths</td>
<td>-.465(***)</td>
</tr>
<tr>
<td>Level 5 or above in KS3 results – Science</td>
<td>-.501(***)</td>
</tr>
<tr>
<td>Level 5 or above in KS3 results - ICT Assessment</td>
<td>-.489(***)</td>
</tr>
</tbody>
</table>

** Correlation is significant at the 0.01 level (2-tailed).
Figure 3 Ethnic divergence of teachers against achievement in Keys Stage 3 – English

Figure 4 Ethnic divergence of teachers against achievement in Keys Stage 3 – Science
8.2.7 Achievement of Level 4 or above at Key Stage 2

Correlations between ethnic divergence and achievement at Key Stage 2 were weaker than at Key Stage 3. The only significant correlation was between ethnic divergence of all teachers and primary school pupils and achievement of level 4 in Key Stage 2 Maths. This was only a weak association of -.322, significant at the .01 level but with an R-square value of .11, the association only explains 11 per cent of the variance.

There were no significant correlations between achievement of level 4 in Key Stage 2 and the ratio of Non-White pupils to Non-White teachers.
8.2.8 16-18 year olds Not in Education, Employment or Training (NEET)

The correlation between the percentage of 16-18 year olds NEET and the ethnic divergence of all pupils from all teachers was 0.279, significant at the .01 level. The relationship was positive, indicating that local authorities which have a high proportion of NEETs are also more likely to have a high divergence of ethnicity between teachers and pupils.

There is a weak significant correlation between the percentage of NEETs and the ratio of Non-White pupils to Non-White teachers (coefficient = 0.211, significant at the .05 level). This also indicates that local authorities with a high level of NEETs are also likely to have a high ratio between the percentage of Non-White pupils and Non-White teachers.
Figure 7 Divergence of teachers against the percentage of 16-18 yrs NEET
### 8.3 Summary of Correlations

Table 14 summarises the significant correlations which have emerged.

#### Table 14 Summary of significant correlations

<table>
<thead>
<tr>
<th>Correlation</th>
<th>Per cent point difference</th>
<th>Ratio</th>
<th>Divergence</th>
<th>Outcome</th>
</tr>
</thead>
<tbody>
<tr>
<td>Weak (correlation coefficients 0.1 - 0.34)</td>
<td>✓</td>
<td></td>
<td>Non-White social service staff and Non-White looked after children</td>
<td>Re-registrations on the Child Protection Register</td>
</tr>
<tr>
<td></td>
<td>✓</td>
<td></td>
<td>Non-White social service staff and Non-White looked after children</td>
<td>Re-registrations on the Child Protection Register</td>
</tr>
<tr>
<td></td>
<td>✓</td>
<td></td>
<td>Ratio of Non-White social services staff to Non-White looked after children</td>
<td>Level of education achievement of looked after children</td>
</tr>
<tr>
<td></td>
<td>✓</td>
<td></td>
<td>Ratio of Non-White pupils to Non-White teachers</td>
<td>Percentage of 16-18 year olds NEET</td>
</tr>
<tr>
<td></td>
<td>✓</td>
<td></td>
<td>Teachers/all pupils</td>
<td>Percentage of 16-18 year olds NEET</td>
</tr>
<tr>
<td></td>
<td>✓</td>
<td></td>
<td>Teachers/secondary school pupils</td>
<td>Half day absence from secondary schools</td>
</tr>
<tr>
<td></td>
<td>✓</td>
<td></td>
<td>Teachers/secondary school pupils</td>
<td>FSP - Dispositions and attitudes</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>FSP – Social development</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>FSP – Emotional development</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>FSP Language for communication and thinking</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>FSP – Writing</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>FSP – Knowledge and understanding of the world</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>FSP – Physical development</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>FSP Creative development</td>
</tr>
<tr>
<td></td>
<td>✓</td>
<td></td>
<td>Teachers /primary school pupils</td>
<td>Level 4 or above in KS2 - Maths</td>
</tr>
<tr>
<td>Medium (correlation coefficients 0.35 - 0.5)</td>
<td>✓</td>
<td></td>
<td>Teachers /primary school pupils</td>
<td>FSP – Linking sounds and letters</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>FSP – Reading</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>FSP - Numbers as labels for counting</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>FSP - Calculating</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>FSP - Shape, space and measures</td>
</tr>
<tr>
<td></td>
<td>✓</td>
<td></td>
<td>Teachers /secondary school pupils</td>
<td>Level 5 or above in KS3 results - English</td>
</tr>
<tr>
<td></td>
<td>✓</td>
<td></td>
<td>Teachers /secondary school pupils</td>
<td>Level 5 or above in KS3 results - Maths</td>
</tr>
<tr>
<td></td>
<td>✓</td>
<td></td>
<td>Teachers /secondary school pupils</td>
<td>Level 5 or above in KS3 results - Science</td>
</tr>
<tr>
<td></td>
<td>✓</td>
<td></td>
<td>Teachers /secondary school pupils</td>
<td>Level 5 or above in KS3 results - ICT Assessment</td>
</tr>
<tr>
<td>Strong (correlation coefficients &gt;0.5)</td>
<td></td>
<td></td>
<td>None</td>
<td>None</td>
</tr>
</tbody>
</table>

*Note: FSP - Foundation Stage Profile*
This suggests that:

- there is very little strong evidence of statistical relationships between ethnic divergence in diversity between the workforce and service users and outcomes for service users; and
- the strongest relationships appear to be with outcomes at the Foundation Stage and at Key Stage 3.

8.4 Sub-group Correlations

It was decided to consider whether there might be different or greater correlations if we examined sub-groups. Two have been explored.

1. Local authority types: separating London boroughs and Metropolitan Districts from unitary and county councils would allow the analysis to focus on areas that broadly had different patterns and degrees of ethnic diversity.

2. Black and non-black: examining one ethnic group where there have been concerns about outcomes for service users.

We re-ran all the correlations with these sub-groups.

8.4.1 Local authority types

Table 15: Local authorities with the highest ethnic divergence between all pupils and all teachers

<table>
<thead>
<tr>
<th>Unitary and County Councils with the highest ethnic divergence between all pupils and all teachers</th>
<th>Ethnic divergence (per cent)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Leicester</td>
<td>43.3</td>
</tr>
<tr>
<td>Slough</td>
<td>39.6</td>
</tr>
<tr>
<td>Blackburn</td>
<td>38.8</td>
</tr>
<tr>
<td>Luton</td>
<td>37.2</td>
</tr>
<tr>
<td>Nottingham</td>
<td>26.8</td>
</tr>
<tr>
<td>Reading</td>
<td>24.9</td>
</tr>
<tr>
<td>Derby</td>
<td>24.1</td>
</tr>
<tr>
<td>Bristol</td>
<td>18.7</td>
</tr>
<tr>
<td>Peterborough</td>
<td>18.4</td>
</tr>
<tr>
<td>Milton Keynes</td>
<td>18.2</td>
</tr>
<tr>
<td>England</td>
<td>5.8</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>London boroughs and Metropolitan Districts with the highest ethnic divergence between all pupils and all teachers</th>
<th>Ethnic divergence (per cent)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Newham</td>
<td>66.7</td>
</tr>
<tr>
<td>Ealing</td>
<td>59.1</td>
</tr>
<tr>
<td>Brent</td>
<td>58.2</td>
</tr>
<tr>
<td>Tower Hamlets</td>
<td>55.0</td>
</tr>
<tr>
<td>Hackney</td>
<td>54.5</td>
</tr>
<tr>
<td>Hounslow</td>
<td>53.2</td>
</tr>
<tr>
<td>Birmingham</td>
<td>52.5</td>
</tr>
<tr>
<td>Lambeth</td>
<td>52.3</td>
</tr>
<tr>
<td>Harrow</td>
<td>52.0</td>
</tr>
<tr>
<td>Southwark</td>
<td>51.6</td>
</tr>
<tr>
<td>England</td>
<td>5.8</td>
</tr>
</tbody>
</table>

Generally, London boroughs and Metropolitan Districts have higher percentage point divergence in diversity than unitary authorities and county councils though a few unitary local authorities appear in the top 40.

A few of the results should be noted:

- The correlation between the divergence between all teachers and all pupils and teenage pregnancies was weakly significant when all local authorities are included, however when the local authorities were split by type, there
were no significant results for either the percentage point difference or the ratio method of calculating divergence;

- The correlation between NEET and the divergence in diversity was weakly significant on both percentage point divergence and the ratio. When split by local authority type, London boroughs and Metropolitan Districts are still weakly significant when the ratio calculation is used. Unitary and county councils do not have a significant correlation;
- Splitting local authorities by type had little effect on correlations between ethnic divergence and educational achievement. There were still no significant correlations when the ratio method of calculating divergence was used. As before, there were medium level correlations (0.3-0.5) between the percentage point divergence in diversity and educational achievement at Key Stages 2 and 3. Inspection of the data shows that the lower the divergence in diversity, the higher the educational achievement.

8.4.2 Analysis of Black Pupils and Black Teachers

Table 16 below shows that London boroughs have by far the highest proportions of black pupils and black teachers. For black teachers, they account for 24 of the top 25. Some councils feature in both top 10s but few have very low ratios of black pupils to teachers. Some of the lower ratios are in areas with much lower proportions of black pupils.

Table 16 Local authorities with the highest proportions of black pupils and black teachers

<table>
<thead>
<tr>
<th>Local Authorities with the highest percentage of Black pupils</th>
<th>Percentage of black pupils</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lambeth</td>
<td>51.9</td>
</tr>
<tr>
<td>Southwark</td>
<td>50.8</td>
</tr>
<tr>
<td>Lewisham</td>
<td>40.2</td>
</tr>
<tr>
<td>Hackney</td>
<td>38.4</td>
</tr>
<tr>
<td>Haringey</td>
<td>31.0</td>
</tr>
<tr>
<td>Wandsworth</td>
<td>29.2</td>
</tr>
<tr>
<td>Islington</td>
<td>29.0</td>
</tr>
<tr>
<td>Newham</td>
<td>26.8</td>
</tr>
<tr>
<td>Croydon</td>
<td>24.9</td>
</tr>
<tr>
<td>Westminster</td>
<td>24.9</td>
</tr>
<tr>
<td>England</td>
<td>5.5</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Local Authorities with the highest percentage of Black teachers</th>
<th>Percentage of black teachers</th>
</tr>
</thead>
<tbody>
<tr>
<td>Southwark</td>
<td>17.9</td>
</tr>
<tr>
<td>Hackney</td>
<td>15.9</td>
</tr>
<tr>
<td>Haringey</td>
<td>15.7</td>
</tr>
<tr>
<td>Lambeth</td>
<td>15.4</td>
</tr>
<tr>
<td>Brent</td>
<td>14.4</td>
</tr>
<tr>
<td>Lewisham</td>
<td>13.3</td>
</tr>
<tr>
<td>Newham</td>
<td>10.1</td>
</tr>
<tr>
<td>Waltham Forest</td>
<td>9.5</td>
</tr>
<tr>
<td>Greenwich</td>
<td>8.8</td>
</tr>
<tr>
<td>Croydon</td>
<td>8.7</td>
</tr>
<tr>
<td>England</td>
<td>1.8</td>
</tr>
</tbody>
</table>

There were no significant correlations between the percentage point difference or the ratio of black teachers to black pupils for childhood obesity, teenage conceptions, absence from school, permanent exclusions or NEETs.

Achievement at Key Stage 2 did not yield any significant associations, although there was one significant relationship between the percentage of pupils achieving level 5 or above in ICT Key Stage 3 and the ratio of black pupils to black teachers (-0.32, significant at the 0.05 level). This indicates that local authorities which have a lower ratio of black pupils to black teachers tend to have slightly higher achievement at Key Stage 3 ICT.
Correlations between the Foundation Learning Stage profile and percentage point divergence were largely unchanged from the previous analysis using Non-White divergence. However, there are some higher correlations compared with those from the analysis of the Non-White divergence.
Table 17 Correlation matrix of Foundation Stage profile against measures of divergence

<table>
<thead>
<tr>
<th></th>
<th>Percentage point divergence in ethnicity between all teachers and primary aged children</th>
<th>Ratio of Non-White pupils to Non-White teachers</th>
<th>Percentage point divergence between Black pupils and Black teachers</th>
<th>Ratio of Black pupils to Black teachers</th>
</tr>
</thead>
<tbody>
<tr>
<td>Dispositions and attitudes</td>
<td>-0.274(**)</td>
<td>-0.002</td>
<td>-0.324(**)</td>
<td>-0.301(**)</td>
</tr>
<tr>
<td>Social development</td>
<td>-0.300(**)</td>
<td>-0.008</td>
<td>-0.341(**)</td>
<td>-0.305(**)</td>
</tr>
<tr>
<td>Emotional development</td>
<td>-0.281(**)</td>
<td>-0.025</td>
<td>-0.309(**)</td>
<td>-0.260(**)</td>
</tr>
<tr>
<td>Language for communication and thinking</td>
<td>-0.333(**)</td>
<td>-0.043</td>
<td>-0.335(**)</td>
<td>-0.298(**)</td>
</tr>
<tr>
<td>Linking sounds and letters</td>
<td>-0.365(**)</td>
<td>-0.034</td>
<td>-0.372(**)</td>
<td>-0.356(**)</td>
</tr>
<tr>
<td>Reading</td>
<td>-0.376(**)</td>
<td>-0.061</td>
<td>-0.370(**)</td>
<td>-0.335(**)</td>
</tr>
<tr>
<td>Writing</td>
<td>-0.197(*)</td>
<td>-0.036</td>
<td>-0.169(*)</td>
<td>-0.174(*)</td>
</tr>
<tr>
<td>Numbers as labels for counting</td>
<td>-0.363(**)</td>
<td>-0.062</td>
<td>-0.316(**)</td>
<td>-0.339(**)</td>
</tr>
<tr>
<td>Calculating</td>
<td>-0.370(**)</td>
<td>-0.038</td>
<td>-0.345(**)</td>
<td>-0.345(**)</td>
</tr>
<tr>
<td>Shape, space and measures</td>
<td>-0.454(**)</td>
<td>-0.066</td>
<td>-0.428(**)</td>
<td>-0.387(**)</td>
</tr>
<tr>
<td>Knowledge and understanding of the world</td>
<td>-0.300(**)</td>
<td>-0.031</td>
<td>-0.290(**)</td>
<td>-0.276(**)</td>
</tr>
<tr>
<td>Physical development</td>
<td>-0.217(**)</td>
<td>-0.014</td>
<td>-0.216(**)</td>
<td>-0.213(**)</td>
</tr>
<tr>
<td>Creative development</td>
<td>-0.224(**)</td>
<td>-0.038</td>
<td>-0.207(*)</td>
<td>-0.188(*)</td>
</tr>
</tbody>
</table>

** Correlation is significant at the 0.01 level (2-tailed).
* Correlation is significant at the 0.05 level (2-tailed).

Table 18 below summarises the correlation results from the sub-group analyses.
### Table 18 Summary of significant correlations from further analyses

<table>
<thead>
<tr>
<th>Correlation</th>
<th>per cent Point Divergence</th>
<th>Ratio</th>
<th>Divergence</th>
<th>Outcome</th>
</tr>
</thead>
<tbody>
<tr>
<td>Weak (correlation coefficients 0 - 0.34)</td>
<td>✓</td>
<td>✓</td>
<td>Ratio of <strong>Black pupils</strong> to <strong>Black teachers</strong></td>
<td>Achieve level 5 or above at key stage 3 ICT</td>
</tr>
<tr>
<td></td>
<td>✓</td>
<td></td>
<td>Ratio of Non-White teachers to Non-White pupils in <strong>London boroughs</strong> and <strong>metropolitan districts</strong></td>
<td>16-19 year olds NEET</td>
</tr>
<tr>
<td></td>
<td>✓</td>
<td></td>
<td>Ratio of <strong>Black pupils</strong> to <strong>Black teachers</strong></td>
<td>FSP - Dispositions and attitudes</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Percentage point difference between Black pupils and Black teachers</td>
<td>FSP – Social development</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Percentage point difference between Non-White pupils to Non-White teachers in <strong>London boroughs</strong> and <strong>metropolitan districts</strong></td>
<td>FSP – Emotional development</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>FSP Language for communication and thinking</td>
<td>FSP – Reading</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>FSP – Writing</td>
<td>FSP – Linking sounds and letters</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>FSP - Numbers as labels for counting</td>
<td>FSP - Shape, space and measures</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>FSP - Calculating</td>
<td>FSP Creative development</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>FSP – Knowledge and understanding of the world</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>FSP – Physical development</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>FSP Creative development</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>None</td>
<td></td>
</tr>
<tr>
<td>Medium (correlation coefficients 0.35 - 0.5)</td>
<td>✓</td>
<td>✓</td>
<td>Ratio of <strong>Black pupils</strong> to <strong>Black teachers</strong></td>
<td>FSP – Linking sounds and letters</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Percentage point difference between Non-White pupils to Non-White teachers in <strong>London boroughs</strong> and <strong>metropolitan districts</strong></td>
<td>FSP - Shape, space and measures</td>
</tr>
</tbody>
</table>

This suggests that:
- the aggregate data analysis is not off the mark; and
- ethnic divergence may be a greater issue at the Foundation Learning Stage.

### 8.5 Conclusion

At the local authority level there is a high correlation between the ethnic diversity of service users and of the workforce. However, the greatest difference is in areas with the largest Non-White populations, namely London boroughs. There are only a few strong statistical correlations of relationships between ethnic divergence and
outcomes. There are differences in divergence between users and different sectors of the children’s workforce; generally less divergence in the childcare and early years workforce compared to teachers and social services staff.
SECTION 3 – CASE STUDY FIELDWORK
CASE STUDY SELECTION

9.1 Process for selection

In discussing the requirements for selecting four case study areas, it was agreed that they ought to have different types of divergence in diversity, be drawn from different parts of the country, and have good local records on their workforce which could be used in the more detailed analysis.

We developed a four stage method for selecting case studies principally using the percentage of Non-White service users (per cent of Non-White pupils) and the ratio of Non-White pupils to Non-White teachers. This method ensured that local authorities were selected which had a reasonably high level of ethnic diversity and include some in which the teaching population more closely reflects pupils, and some in which the ethnicity of teachers does not closely reflect pupils.

We recognise that this approach used pupils and teachers as proxies for users of children’s services and the children’s workforce respectively and that Non-White was a proxy for diversity. This was because, as set out above, we found less consistent data for other parts of the children’s workforce and children’s services and that ethnicity was the key relationship we can explore.

The first stage of filtering was as follows:

1. **Exclude local authorities which had the lowest diversity among service users.** This was done so that case studies will only be carried out in local authorities which have enough diversity for impacts to be clear. The basis for exclusion was those local authorities for which the percentage of Non-White pupils fell below the 50th per centile (a minimum of 12.3 per cent).

2. **Remove local authorities which did not have robust workforce data.** Local authorities which had fewer than 95 per cent of teachers’ ethnicity recorded were removed as their data may not be sufficiently robust.

3. **Calculate the ratio of Non-White pupils to Non-White teachers.** Local authorities were grouped according to low, medium and high ratios. We took under 2.5 Non-White pupils per Non-White teacher to be low and over five to be high though there were a considerable number in the high category with much higher ratios than this. A ratio of under one meant that the percentage of Non-White teachers was higher than the percentage of Non-White pupils.
4. **Group local authorities according to regions.** Finally, the remaining local authorities were grouped into their respective government office regions.

This produced table 19 below.

### Table 19: Ratio of Non-White teachers and students

<table>
<thead>
<tr>
<th>Region</th>
<th>Low ratio of Non-White pupils to teachers (0-2.4)</th>
<th>High ratio of Non-White pupils to teachers (5 and over)</th>
</tr>
</thead>
<tbody>
<tr>
<td>North East</td>
<td></td>
<td>Gateshead Newcastle upon Tyne</td>
</tr>
<tr>
<td>North West</td>
<td></td>
<td>Rochdale</td>
</tr>
<tr>
<td>Yorkshire &amp; Humberside</td>
<td></td>
<td>Bradford</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Kirklees</td>
</tr>
<tr>
<td>East Midlands</td>
<td></td>
<td></td>
</tr>
<tr>
<td>West Midlands</td>
<td>Coventry</td>
<td>Stoke-on-Trent</td>
</tr>
<tr>
<td>East of England</td>
<td>Thurrock</td>
<td>Bedfordshire</td>
</tr>
<tr>
<td>London</td>
<td>Hillingdon</td>
<td>Hackney</td>
</tr>
<tr>
<td></td>
<td>Haringey</td>
<td>Hounslow</td>
</tr>
<tr>
<td></td>
<td>Barking and Dagenham</td>
<td>Islington</td>
</tr>
<tr>
<td></td>
<td>Sutton</td>
<td>Ealing</td>
</tr>
<tr>
<td></td>
<td>Bexley</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Richmond upon Thames</td>
<td></td>
</tr>
<tr>
<td>South East</td>
<td></td>
<td>Southampton</td>
</tr>
<tr>
<td>South West</td>
<td></td>
<td>Bristol, City of</td>
</tr>
</tbody>
</table>

We agreed to have two case studies drawn from each column; one will be high performing and the other low performing, so we needed to choose two from eight in column 1 and two from the 13 in column 2. We used the latest score for children’s services as a measure of performance (from CPA 2006).

### 9.2 Process for drawing up the final shortlist

In making some recommendations we considered those left in the frame and took account of:

1. For those with a low ratio we should choose local authorities which were closest to a ratio of 1. However the lowest ratios are for London boroughs (Richmond upon Thames, Sutton, Bexley) which all have relatively high levels of diversity but not on the same scale as say Coventry, Haringey or Barking and Dagenham.

2. Fewer local authorities remained with lower levels of performance (a score of 2 or below). This could be increased if we also looked at the CPA scores for 2005 since some have moved up since the previous year, for example Rochdale.
3. The relative levels of diversity and the ethnic mix. It would probably be desirable to have authorities where there are significant proportions of White, Asian and Black pupils. However, the geography of ethnicity generally means that authorities with high diversity are either White/Black or White/Asian. As a consequence, it would be advisable to have among the case studies no more than two that are White/Asian and two that are White/Black.

4. Limiting the number of London boroughs to no more than two of the case studies. To increase the choice we would have to bring in authorities with poorer data.

Table 20 indicates the final choice of case study locations.

**Table 20: Shortlist Preference**

<table>
<thead>
<tr>
<th>Ratio</th>
<th>First preference</th>
<th>First reserve</th>
<th>Second reserve</th>
</tr>
</thead>
<tbody>
<tr>
<td>Low and higher performing</td>
<td>Coventry</td>
<td>Richmond upon Thames</td>
<td>Haringey</td>
</tr>
<tr>
<td>Low and lower performing</td>
<td>Hillingdon</td>
<td>Thurrock</td>
<td>None</td>
</tr>
<tr>
<td>High and higher performing</td>
<td>Islington</td>
<td>Ealing</td>
<td>Bradford</td>
</tr>
<tr>
<td>High and lower performing</td>
<td>City of Bristol</td>
<td>Buckinghamshire</td>
<td>Stoke on Trent</td>
</tr>
</tbody>
</table>

Due to restructuring and the timing of inspections on some local authorities, we were unable to engage any of the ‘high and lower performing’ local authorities as case studies in the research. In discussion with the client, an alternative local authority was chosen and the final case study selection areas were: Coventry, Hillingdon, Islington and Richmond upon Thames.
10 OVERVIEW OF CASE STUDY FINDINGS

10.1 Introduction
This chapter presents the findings from the in-depth case studies with the four local authorities identified in the data analysis, namely: Coventry, Richmond upon Thames, Hillingdon and Islington.

Within each case study location a number of individuals were spoken to in order to gain insight into: the importance of diversity; activity being undertaken to address diversity or engage service users from diverse backgrounds; and establish the outcomes associated with having a diverse workforce. In each location we spoke with local authority staff working in children’s services, a number of project staff who were actively discussing diversity issues and service users, albeit parents, young people or children.

10.2 Equalities Standard
The Equalities Standard was launched in 2001 and almost all local authorities have voluntarily adopted it as a best value performance indicator. The standard recognises the importance of fair and equal treatment in local government services and employment. It has been developed primarily as a tool to enable local authorities to mainstream disability, gender and race into council policy and practice at all levels. As of 2007, this now also includes age, religion or belief and sexual orientation. There are five levels, with level five being the highest. Levels one and two are self assessed, but as of 2007, levels three, four and five require external assessment.

10.3 What is diversity and does it matter?
All staff, in both the local authority workforce and the project staff, had an understanding of what constituted diversity, both generally, and in relation to the work they do and the service provision they offer.

‘It is about providing appropriate support for those who need it; people have a different understanding of how things work.’

Local authority staff

‘It is about difference, respecting difference, understanding awareness and allowing difference’

Local authority staff

‘Different services need to be provided in different ways for different people’.

Project staff
In addition to recognising the six key areas of diversity; gender, ethnicity, age, disability, sexuality and faith, language was often also raised as an important element of diversity. Having the ability to communicate with an individual was considered critical in order to ensure that all their needs were considered and addressed. In some cases, language was felt to be more important than most other aspects of diversity.

‘Things can then be explained in a way that they understand’.

It is felt that having a diverse workforce was ‘absolutely’ important for three main reasons: firstly a diverse workforce provides positive role models for children, something that was considered vital in children’s services; secondly, it aids the recruitment of service users from all communities; and finally it was felt to be important as an employer to reflect the local community and provide opportunities for all.

10.4 Role models

Both those staff working on projects and those involved in strategic developments felt that diversity in the children’s workforce was key to ‘offering all children a wide range of experiences’. It was felt that children needed role models and these needed to be present through meaningful representation in the workforce rather than as a token gesture.

Having a diverse children’s workforce was deemed important for the later development of young people’s attitudes. ‘If you have all the same type of people around children they are going to have a one world view’. The wider impacts of workforce diversity were therefore felt to contribute to community cohesion.

‘If children don’t see any difference, how are they going to understand it? That is where you get difficulties’.

It was widely recognised that the children’s workforce can be dominated by women, and so children and young people can have little interaction with male role models, which was considered particularly pertinent for those children who may not have a father present at home.

10.5 Engagement with service users

Diversity within the children’s workforce was considered very important in being able to engage service users from all families in the local community. This is particularly so on the frontline where staff are interacting with children, young people and families on a daily basis.

‘That is what they will see, that is their first experience’.
It was widely felt that a workforce dominated by one ethnic group, discourages other communities from wanting to engage in the service, and therefore it was important to ensure diversity was visible to potential service users.

Some families who engage with children’s services have not been in the UK for a long period of time and due to the system in their home country, may be suspicious of authorities. In addition, different cultures have different ways of doing things and different religious beliefs which impact on what they can eat, what activities they can take part in and what behaviour is deemed appropriate within the family.

‘Engaging families can be difficult unless you have an understanding of their culture’.

Project staff

Diversity in the children’s workforce was therefore deemed important in ensuring cultural differences are accepted and respected, and enabling a relationship of trust to be developed and maintained to ensure sustained engagement.

10.6 Reflection of society and employee progression

All staff agreed it was important to have a diverse children’s workforce to engage service users and to provide role models and cultural experiences for children. However, it was also deemed important for those employees in the children’s workforce to see diversity throughout the management structure. It was felt important for staff to see evidence that all staff, regardless of their age, ethnicity or gender, were valued within the workforce and can have something to aspire to. It was felt that ‘having a diverse workforce is a sign language’ to the local community that diversity is accepted. This helps the local authority become an employer of choice for its residents.

‘Diversity at the frontline is important for the children, a diverse management workforce is important for employees to see they have opportunities to progress.’

Local authority staff

It was felt that if diversity is not represented at senior levels, then decisions are made about the allocation of resources without an understanding of the community needs. Taking this further, one project manager gave the example that ‘if you are doing a project about young people, then it is important to have young people involved.’

‘Having a diverse workforce demonstrates that you take diversity seriously, that you are open to new ideas that the different backgrounds bring.’
‘People from all backgrounds have to have equal contribution to an organisation.’

Both local authority staff

10.7 Diversity mismatching

Although all staff felt it to be important to have a diverse children’s workforce, there was a very clear message that it was not always necessary to match the diversity of the staff with that of the service user. In many cases diversity mismatching was considered to have a more beneficial effect. Moreover, depending on the service that is being offered, it was felt that some people do not want support from people with their cultural background. It may also be that an individual needs support for issues that may run counter to the beliefs of their community. For example, a Muslim who is suffering from alcoholism may not want to face a professional from their faith for fear that others in their community would find out. Diversity matching was also felt to be less important for staff working with children with Special Educational Needs (SEN) or a disability.

Although diversity matching was generally not felt to be important. However, a small number of exceptions were identified where care was taken to match a particular aspect of diversity, these included:

- issues that relate to, or specifically involved, gender – this includes projects that are dealing with issues of rape, sexual abuse, female genital mutilation (FGM) and domestic violence;
- where mentors work on a one-to-one basis with a young person, - this would typically be on issues relating to dysfunctional behaviour or the Youth Offending Team (YOT) where examples of Black male role models were deemed rare but important in engaging young people through the extra insight that they felt they could have as a result of common experiences based on their ethnicity;
- sexuality – practitioners can be uncomfortable in discussing issues around sexuality with young people. Given the level of stigma around sexuality amongst young people (and wider society) it was seen as important that groups intending to reach out and support LGBT youth, would comprise of members who were themselves LGBT;
- language – for those young people with English as a second language there may be some need to have diversity matching, not so much in background but language skills, in order to engage effectively with young people. Also where young people may have been through quite traumatic experiences (for example war, trafficking etc.) it was important to have someone who has a close understanding of the culture in order to work most effectively with them; and
adoption – wherever possible, adoption and fostering services would strive to match the diversity of the child or young person with a family. For the development of the child’s identity, it was considered important to recognise the culture that she or he was born into, and for the child to maintain connection with that community.

10.8 Other factors are more important than the diversity of the workforce

Although it was felt that diversity was important for service users, children and staff, there were other factors that they consider to be as, if not more, important, such as staff consistency, skills and expertise. A common theme across discussions with parents and families engaged with children’s services was the wish to avoid continual repetition of their story or situation to numerous staff. In order to maintain sustained intervention or engagement it was important for the family to build up a relationship of trust with staff. This consistency of personnel was felt by some staff to be more important than the diversity of the staff member. It was therefore widely felt that experience, personal skills, knowledge and experiences were deemed more important in terms of professional credibility than background alone. In some cases people need professional help or to be signposted to a network of support. One project worker explained that ‘any professional should be able to do this. What matters is being non judgemental and understanding.’

‘If you can demonstrate that you are committed and supportive, then people will respond positively to you.’

Project worker

‘In the early 1980s there was a huge push to get a diverse workforce, but we have moved on since then and now it is about demonstrating an understanding for the variety of needs associated with different backgrounds – rather than being from that background yourself.’

Local authority staff

10.9 Training

All staff working for a local authority had access to corporate training which had an element of equality and diversity attached. In some cases diversity training was not separated, rather it has been integrated into all courses. In addition, due to the large number of variations in diversity, it was felt to be almost impossible to run training courses on all aspects, however, there are transferable skills that can be taught such as sensitivity, respect and listening.

The following chapter presents the findings for each of the case study local authorities, exploring the diverse make up of the population compared to the local authority workforce and any strategies in place to address gaps identified. We shall present the different projects that were identified, drawing out the
issues they have identified in trying to engage service users and address issues of diversity.
11 INDIVIDUAL CASE STUDIES

11.1 Introduction
This chapter provides the key findings from the case study fieldwork in the four local authorities selected, namely:

- Coventry
- London Borough of Richmond upon Thames
- London Borough of Hillingdon
- London Borough of Islington

11.2 Coventry

**Key messages from Coventry**

- Sexuality was often the last of the elements of diversity to be addressed, but Coventry local authority were trying to ensure it is included in the diversity debate;
- Coventry local authority had identified a gap in the number of disabled people and looked after children in their workforce, and were working to address this; and
- Coventry local authority have mainstreamed their equality and diversity strategies into their service delivery plans in the expectation of ensuring that diversity issues are considered in everything they do.

11.2.1 Makeup of the local authority

Out of the four case study areas, Coventry exhibited the least difference between the ethnic diversity of the adult population and diversity of children in maintained schools. Seventy eight per cent of adults were White with 70-74 per cent of school aged children being White. The biggest part of the BME population comprised of those of Asian ethnic origin, who make up 12 per cent of the adult population and 16 per cent of the school age children.

**Table 21 Ethnic diversity of the Coventry population**

<table>
<thead>
<tr>
<th></th>
<th>White</th>
<th>Non-White</th>
<th>Asian</th>
</tr>
</thead>
<tbody>
<tr>
<td>Adults (%)</td>
<td>78</td>
<td>22</td>
<td>12</td>
</tr>
<tr>
<td>Primary school children (%)</td>
<td>70</td>
<td>29</td>
<td>16</td>
</tr>
<tr>
<td>Secondary school children (%)</td>
<td>74</td>
<td>24</td>
<td>16</td>
</tr>
</tbody>
</table>

The ethnicity of the children's workforce was less reflective of school aged children than the overall adult population. Eighty two per cent of employees in the Children, Learning and Young People Directorate were White with only seven per cent of this portion of the children's workforce being from Asian backgrounds.

Unsurprisingly, salary information revealed that there was less ethnic diversity in the higher salary bands than in the lower. However, these higher salary
bands only account for a four per cent of the overall workforce. The workforce was more diverse in the biggest salary band (£15,676 to £18,450) which accounts for almost 20 per cent of the workforce, in which 82 per cent of employees are White, while 12 per cent are Non-White and six per cent are of unspecified origin. The second lowest band (£10,873 to £12,018) is the most diverse band, with 73 per cent White, 15 per cent Non-White and 12 per cent unspecified. There were 1,374 employees (13 per cent) receiving salaries in this band and it is the band where the Asian community is best represented as Asian employees comprise of 13 per cent of the workforce in this band. Taking this information into account it suggested the lower salary scales have more ethnic diversity than the higher, but, given that the lower pay scales make up a larger proportion of the workforce, and they are more likely to be in direct contact with children, the ethnic diversity of children may be well matched by the ethnic diversity of those who work directly with them.

In terms of gender, as is the case in all case study areas, the workforce was predominantly female: 81 per cent of employees in the children's directorate were female. Both the adult and children’s population are broadly equal in terms of gender.

Of employees, three per cent indicated that they have a disability (self-reporting), 76 per cent indicated that they do not have a disability while there is no information for 19 per cent of the workforce. It has not been possible to find reliable data on the disability status of service users within Coventry.

The age profile of those employed by Coventry children’s services had a normal distribution with over half of employees aged between 35 and 54 years old.
11.2.2 **Strategy**

**Children’s workforce**

Coventry local authority has a corporate Equality Strategy. In addition, due to requirements in legislation they have a Gender Action Plan and a Race Action Plan. Although they have a separate Equality Strategy, Coventry have mainstreamed equality and incorporated it into the service delivery plans for each directorate within the local authority. This had been done recently and was being monitored quarterly. The findings will be shared with the Leadership and Corporate Management Team where diversity is discussed on an annual basis. In addition, Coventry currently had three workforce development plans for Social Care, Early Years and Schools. Over the next 12 months, the local authority plan to integrate these plans and have one Workforce Development Strategy for Children, Learning and Young People.

In addition, there was an Equality and Diversity Working Group made up of eight senior managers which meets every six weeks. This group has been working towards the Equality Standard, and Coventry had achieved level four. The current focus of this group was to ensure that all staff are operating at level four before they consider what they need to do in order to achieve level five. The group had recently also decided to look at the statistics on the make-up of the children’s workforce in order to identify gaps and focus their work. There were a series of employee groups that met on a regular basis including LGBT, BME, Disabled and Black workers. These groups were networking groups that allow employees to meet and discuss issues that affect them. Employee groups were allowed to meet during work time and were supported by the local authority, and the Chief Executive had previously taken issues raised very seriously.

More generally, staff felt that they do not have enough under 30 years old working within the local authority, and felt that sometimes age is missed on the diversity agenda.

> ‘Young people have a freshness, energy and challenge. They have the ability to identify with service users.’

Local authority staff

However, Coventry local authority did not have any strategy in place to increase the proportion of younger employees in the children’s workforce.

In order to increase the diversity of ethnicity in senior management, the local authority had established an ‘Emerging Black Leaders’ programme, which is about taking positive action for staff who were in grades below level five, training them up and preparing them for taking positions within senior management. From January 2008, the programme planned to have external speakers talking to staff about ‘how they go to where they have got’. This was
Individual Case Studies

a new scheme, and the local authority was still in discussions as to how staff will be selected to take part in the programme.

Coventry Early Years service identify that the majority of their workforce was female and described that in previous years they were set targets to address particular aspects of diversity, such as increasing the proportion of men in the workforce. However it was felt that the targets were set too high to be achievable and were felt to be almost impossible to meet due the existing structure of the workforce and external factors around men coming into the workforce.

In Coventry there is a large Asian community. Staff had tried to engage community members to become qualified and work in the children’s workforce. In order to access the Bangladeshi community, the women were offered local sewing classes. This started a relationship where trust was established, before the women were informed about and offered access to other services. The women were subsequently trained as childcare workers, however, male members of the community would not allow them to take up employment, due to cultural beliefs in the Muslim community about female employment.

Sexuality was not monitored in the local authority workforce, and those involved in the policy development and organisers of a LGBT information day were torn as to whether or not it should be monitored. Consultation feedback from the employee sexuality working group identified that sexuality should be monitored in order that the council can make provision. However, Human Resources have indicated that they were not comfortable monitoring sexuality leaving this issue unresolved.

Like other local authorities, Coventry feel that there has been an evolution from previous thinking that Black workers are needed to engage Black service users. The local authority emphasises the shift is now more towards demonstrating understanding, skills and experience.

All staff have access to corporate diversity training. The Equality and Diversity Working Group were having discussions about whether this training should be made mandatory for all staff. The ideal would be to deliver the elements of the training on a rolling programme; however it was identified that there are hundreds of providers and consequently thousands of staff and this may prove too many to be able to deliver to.

11.2.3 Working with children

Although the users of children’s services are the children and young people, staff in Coventry felt it was impossible to separate parents from the service. Parents are the people who provide the social and moral framework for young people, and will often choose the provider that the child or young person attends. Staff identify that frequently, children can find themselves in an environment of their parent’s making.
11.2.4 Barriers to addressing diversity

As with all discussions on diversity issues, multiple barriers were identified when trying to address diversity within the workforce and service delivery. It was felt that one of the main barriers to attracting men into the children’s workforce was the lack of recognition for the profession and its gendered association as a female profession. There are also societal perceptions surrounding men who work with children, and a lack of knowledge of career progression. As a result, working in the children’s sector was not felt to be a chosen professional career for men.

Although the Youth Service was considered to have a good balanced workforce according to age, the Service acknowledged that it can be very difficult for anyone under 24 years to enter into the workforce. Indeed, some jobs within children’s services will make a point of declaring a minimum age. This is because the sector feels that employees should have some ‘life experience’ before they are able to deal with clients. In addition, there are a lack of professional qualifications and training courses available for youth work.

Staff felt that a lack of available reliable data made it very difficult to monitor and address some aspects of diversity. For example, employee faith, religion or sexuality was not monitored at all.

Like other local authorities, Coventry were facing difficulties in maintaining staff engagement with equality issues. There was a feeling that some staff view diversity discussions as a box ticking exercise. One local authority member of staff explained that,

‘The trick is not to call it Equal Opportunities. If you use this term there is a fear of putting people off or pigeon holing issues. However if you call it something different, staff will come along.’

The staff who were engaged with diversity issues strongly felt that it was something that evolves all the time, and new issues come to the surface all the time, creating an ongoing and fluid discussion.

Financial restraints were always a consideration. This was particularly so when working with specific groups who may require a tailored approach. For example, there are issues associated with providing a budget to help support the looked after children move into work. The Employment and Inclusion Manager was currently working with Connexions and National Care Homes to put together a fund to help pay for bus passes and work clothes.

11.2.5 Projects Reviewed

Four projects were examined in the Coventry case study:

- Entry to Employment
- The Foleshill Befriending Service
The Gay Straight Alliance

The LGBT Information Day

The four projects are described in greater detail below.

**Entry to Employment**

The Entry to Employment team has recently been established within Coventry County Council in order to increase the diversity of the council workforce. The aims and objectives of the team were set out in a Coventry Council Cabinet Report which was published in April 2007 entitled ‘Achieving Equalities in Employment’. This report highlighted the priority groups that should be targeted for recruitment into council workforce: disabled and looked after children. Through talking to the heads of service, human resources and managers the Entry to Employment team are in the process of setting up work placements specifically for these currently underrepresented groups.

Past evidence in Coventry indicates that disabled employees have entered into the council workforce, but that they also leave again shortly afterwards. It is felt that this may be due to having a bad experience, and so the team are discussing issues of retention.

The recently created Entry to Employment team consists of three Employment Support Advisors, a Training & Development Advisor and the Employment and Inclusion Manager who offer a range of work experience or traineeships. The aim of the team is to work with partner organisations and managers within Coventry City Council to improve its diversity.

The Entry to Employment team were newly established and workplans were in very early stages. Placements were being negotiated and conversations were being held with organisations to identify appropriate individuals to take up the places. The Entry to Employment team run a number of different apprenticeship opportunities. ASPIRE is a scheme that allows a disabled person up to nine months in a council job. They will receive training and upskilling to prepare them for either a permanent position within the council, or a job externally. Employees were offered a mentor during their time to ensure that they are supported. Mentors will be volunteer members of staff who have undertaken a one day training course which was focused on how to support a disabled person in the workplace.

Looked after children were being offered work placements of between two weeks and three months. It is recognised that many looked after children have complex emotional issues that may need to be dealt with and supported in the workplace, therefore a member of the Entry to Employment team will be assigned to each individual as a mentor. The Entry to Employment team was working closely with organisations such as Connexions to identify suitable candidates for the placements. Both the ASPIRE and the looked after children apprenticeship opportunities form part of the wider Entry to employment menu.
of training options. However they were in their early days of progress and we were unable to speak with young people currently undertaking a placement. Alternatively, we spoke with young people undertaking placements on the mainstream modern apprenticeship programme (that is not those with disabilities or those who may be looked after), it is clear that a major initial attraction about the programme was the fact that you could study while working. As the following 18 year old male apprentice commented, ‘I like the fact that you have 4 days a week working and 1 day a week at college.’ This facilitated young people to get paid significantly more than the £30 Educational Maintenance Allowance they would otherwise received during full-time study.

Young people found that they were engaged in practical business issues when they were working so that their workstream did not differ significantly from their colleagues. They felt that there was no less expected of their contribution than for any other of their work colleagues. The teams that they worked in were largely composed of older people ranging from thirties to their fifties in age. In this way the scheme gives younger and older people the opportunity to work alongside each other in a way that is less likely to happen elsewhere in the council. The young people identified that working for the local council was not something they would have considered before doing the modern apprenticeship scheme. They were split equally between those wanting to pursue other areas of work following completion of their NVQ course and those wanting to further their careers in working for the council. In this way the apprenticeship has the potential to help sustain employment of younger people in the council than would otherwise occur. The young people felt that wider advertising of the scheme would enable more students to engage with it, as would greater description around course content and the possibility of doing taking taster sessions.

The Foleshill Befriending Service

Foleshill Befriending Service provided a three tier service for asylum seekers, refugees and EU immigrants: firstly a 20 week support service provided by volunteer befriender’s who are themselves refugees, asylum seekers, EU Immigrants and Coventry citizens provided needed support, advice and information; secondly, a weekly drop-in centre provided for anyone who attends in need of support, advice and information; thirdly, the volunteers were mentored by the project and were capacity built so that they can use the skills they have, to access training/education and employment.

The project had been running for just over four years. The new communities drop-in centre was set up one year ago in response to a need identified by a local health service where parents needed help in understanding correspondence and accessing services.

The 'Friends' Volunteers Homevisiting and Befriending Service aims to:

- holistically support all members of the family in a way that reflects positively on the outcomes for the children and young people;
help new families in the community to overcome the feeling of isolation; and

- recruit volunteers that are from the new communities along with Coventry citizens and provide training for them that will give them the skills to be able to provide the necessary support skills that may lead to employment.

The ethos behind the project is that if the parents are happy and settled in their roles, such as father getting into work and mother looking after the children with access to the services that she needs such as ESOL lessons, then the child will be happy. This was therefore taking a holistic approach towards children and families on the basis of the assumption that the happiness of the child starts with the happiness of the parents.

The new community drop-in project was initially set up with £10,000 from the Heart of England Community Fund. The drop-in centre is open for one morning a week and approximately 30 people come through the door during the 2½ hours the centre is open. The project manager explained that ‘We don’t turn anyone away who needs help’. In many cases, those attending the drop-in centre have recently arrived in the country, English was not their first language and they do not know how the system works. Therefore, often service users need help and advice to contact public services or voluntary organisations such as how to claim benefits, where to access ESOL provision or help in reading a letter that has been sent home from school. ‘Friends’ volunteer at the centre, offering language support and advice to the service users.

Although anyone is able to attend the drop-in centre for support, the criteria for receiving ongoing support was that the family had to have at least one child under the age of 13 years and live within the Foleshill area. In recognition of the wonderful outcomes of the project, funding from the Children's Fund had been provided for this service to be expanded to the Hillfields area of Coventry within the next six months.

If a family was in need ongoing support, they are caseloaded. There was a capacity of 15 to 20 families cared for by the project. Each family was visited once or twice a week for two hours, generally by two volunteers: if possible, one with the language of the family; and one Coventry citizen. In this way the volunteers were best able to deal with the matrix of needs identified for each family and overcome the communication deficit.

In addition to self-referrals, referrals can come from Social Services, Sure Start, Children's Fund, Schools, health visitors, midwives or the local refugee centre. The project coordinator would visit the family to make an assessment of need, draw up a programme of intervention and introduce a volunteer. Home visits continued for 20 weeks, however, at weeks eight and 18 weeks, the project manager would visit the family again to ensure progress was being made and established any further needs. This was felt to be a necessary part of the programme as it would often take time for the real issues to come to the
surface. On week 18 the family was assessed to see if they could be signed off the project at week twenty. If all needs were not addressed the support service would continue further in 10 week slots.

Volunteers helped to run and deliver both aspects of the project. Those who help at the 'Friends' drop-in had their expenses and childcare costs covered, and a £5 contribution towards their phone bill, as they use their own phones to make calls on behalf of service users.

The project coordinator felt that 'diversity is everything'. The people that accessed the service had a range of backgrounds and presented multiple needs. Having a diverse workforce made the project accessible to more people. In many cases, the first issue was one of language. The project manager explained that 'If you can communicate with an individual, you are half way there to helping them.'

According to two volunteers, one White British, and one Black African, the main barrier to engagement with clients was felt to be that of language, particularly with service users from newer communities such as Eastern European who have had less time to become proficient in English. For a Somali volunteer there was a similar focus on language, 'whenever I get Somali clients who speak okay English, then I will forward them onto other volunteers so that they can make room for those whose English language skills are less developed.' For a White British volunteer with no additional languages, customer service skills were absolutely fundamental to the role. He explained that 'being open and friendly is so important in engaging with service users.' However, language was not considered the most important aspect, 'the information directory, training and experience are key.'

In some instances, volunteers felt that ethnic 'mismatching' can itself be positive in granting a volunteer a degree of objectivity to interrogate taken-for-granted cultural practice. For example, some issues (for example Female Genital Mutilation, rape and sexual abuse) may be too sensitive for people to discuss with someone from their own community, for fear that others within the community may find out. Therefore having 'an outsider' helps to reassure that issues will not be discussed any further.

Gender is also a consideration. For example, the project coordinator outlined how she would never send a male worker into a Muslim home to visit a female as this would be culturally inappropriate and was likely to get the woman in trouble. A White British male volunteer observes that there are clearly going to be times when a woman may not trust a male worker such as when she has been and continues to be the immediate and ongoing target of domestic violence for instance. An African volunteer identified how gender tends to be experienced differently across Asian and Somali communities in comparison to other Black African and Caribbean and Polish communities (for example proscription against women interacting with unknown males). In some instances there would need to be gender matching in terms of service users
and practitioners, and this requires close knowledge of diversity issues within these communities. A Somali volunteer identified that it can be important to have a female practitioner on a pragmatic level ‘because in our community it is the women who sort everything – the bills, housing, the welfare – we do all this stuff. The men don’t.’ In this context it was considered best to have a female practitioner as a first port of call, as indeed it was mostly female Somalis who will came seeking advice.

**The Gay Straight Alliance**

This is a group which had been established in a local school which addresses aspects of sexuality. It was run by an openly gay teacher who felt that there was a need to create a space for pupils to be able to talk about sexuality safely as homophobia was a considerable problem in the school. The idea was based on a model from America called GLSEN which was about bringing together people of all sexual orientations. The teacher who set the group up had had a positive experience when he came out as being gay within the school, and other teachers have done the same. He feels that establishing the Gay Straight Alliance has set an ethos that ‘that kind of person is welcome in this school.’

When setting up the group, the teacher called a lunchtime meeting with those pupils who had been openly supportive of his personal sexuality. Word of mouth spread, and 14 pupils met and chose Friday after school as their regular time to meet. The group had four pupil officers who help to run the group, one of whom was gay, two bisexual and one was straight. Currently the teacher facilitates the group and generates activities and ideas with the help of the student officers, with the intention that the officers will take over the running of the group in the future.

Activities have included watching videos (chosen because they make a reference to sexuality, and this generates a discussion), parties, designing their logo, planning for events such as the school society fair or they may just sit and chat.

The Gay Straight Alliance has not solely attracted pupils who have questions about their sexuality, but also those who support people of differing sexual orientation to be themselves. The group has attracted many of the goth children in the school. The teacher felt that this is partly to do with the fact that they are marginalised in the school, and like having the safe space to express their identity.

Some discrimination had been experienced within the school, surprisingly from other teachers. Recently the Gay Straight Alliance members held a day of silence, ‘in recognition of the silence experienced by LGBT students every day’. One of the pupils who was proud of what she was doing, wrote ‘Gay Pride’ on her placard that indicated she was taking part in the silence. A teacher said to her that ‘it was nothing to be proud of’, while another young
person participating in the same event outlined how ‘one of the teachers said it was ‘just this stupid gay thing’ in front of all the others’ in the class.’

The impact of the group has gone beyond sexuality. Anti-semitic comments that pupils previously thought were okay to say ‘because there are no Jews in school’ are now being questioned by members of the Alliance. Some members of the group had previously been very intimidated by bullies. However, since joining the group, their confidence has improved and they feel stronger in terms of allowing the bullying to go over their head. Pupil behaviour was also seen an improvement noticeably since the establishment of the Alliance. Some previously disruptive pupils had been given responsibilities within the group, following which their classroom behaviour had improved.

Although the teacher feels that he has not experienced any barriers in establishing the group, there were some parents who have been uncomfortable with their children attending the group. One parent explicitly told their child that they were not to attend the Alliance. The teacher had a conversation with the parent to establish what their concerns were, and explain the purpose of the group. That child is now one of the group’s officers. However, it was clear from discussions with young people that they ensured a number of their parents remained unaware of their attendance at the group intentionally, for fear of their parents banning them attending or not being supportive of their attendance. Instead many of the young people tell their parents they are at a friend’s house or doing a paper round.

Teachers did not have access to the local authority training programme, and therefore do not therefore receive any diversity training. The teacher leading the Gay Straight Alliance was hoping to be able to deliver some training for teachers on LGBT issues with the aim of having the children deliver some of that training.

For young people attending the group, the fact the group leader is himself gay did play a key role in their attendance. The teacher leading the group explained,

‘One of the boys said he didn’t want to sit down as the chair was ‘gay’. Mr [name] said that chairs can’t be gay, that only people can and to use it as a term to put down something offends those people who might be gay. The boy said that there was nobody in the class was gay and [the teacher] said that yes, there was as he was gay.’

This approach gave the young people confidence that would be more difficult to demonstrate if the group was led by a straight teacher for instance. In discussions, the majority of young people identify being subject to verbal aggression and/or physical violence (for example being punched and kicked for being perceived as bi-sexual or gay). Group members also identified that the
location of the Alliance had been moved once because of some hostility from other students.

The impact of the group for those young people attending would appear to be significant in terms of psychological feeling of security and of ‘not feeling alone’. One member of the group described that ‘The Alliance is a place where we can have a laugh, get things sorted and talk about our feelings.’ They do not feel that such confidential sharing of feelings could take place in any other areas of their lives. It is striking that, young people identify the people closest to them as either members of their family or drawn from the Alliance itself. One young person described the incidence of verbal and physical violence he experiences elsewhere, whereas in school ‘this place gives me some security, and I don’t have anywhere else like this in my life.’

The group has recently changed its name to ‘There Are No Outsiders’, as the students felt that this was a positive statement about what the group stood for.

**LGBT Youth Matters Information Day**

Staff within the local authority were organising an LGBT information day for any staff working with children and young people. The day was being funded by the Children and Young People’s Strategy Partnership and the Community Safety Partnership, with all local authority staff able to attend for free, but a nominal fee of £50 being charged for staff from neighbouring authorities. Staff felt that there is currently good support for LGBT issues within Coventry. For example, a sexual orientation advisory group has been set up, and is chaired by the Chief Executive of Coventry Council and a Councillor. This group provides a consultative forum for organisations in the city, this has included information on sexual health for lesbians and anti-bullying. Getting funding for the information day was not deemed to be too difficult. The organisers felt that this was helped by the last equalities impact assessment of the children and young people’s plan which identified a lack of consultation with LGBT people.

The aim of the day is for staff to be able to share experiences and to ask any questions they have in facing issues relating to sexuality and gender identity or helping children to talk about it. It is hoped that the day is to be the start of future discussions and a launch pad for future support groups. The local authority sexual health worker is set targets on the number of seminars she must deliver on particular subjects such as teenage pregnancy and STIs. However, sexuality and sexual health for LGBT are not included and there is a struggle to include this in her workload.

The organisers felt that it was important for senior staff to attend the day in order to ensure the message that diversity is accepted in the local authority, was clear. The difficulty that they have faced in trying to organise the day and get high profile speakers is that sexuality is not visible, and sometimes staff do not want to identify themselves amongst colleagues.
One of the concerns that those organising the information day expressed was that although there is corporate sexuality training available, you have to request to go on it, which may mean that some staff would have to openly discuss their sexuality with their manager in order to put themselves forward.

11.2.6 Conclusion

Coventry County Council have identified groups of people they are keen to engage within the local authority workforce. In addition to this senior officials were working to ensure staff were working to maintain the level four Equalities Standard. The main issue for Coventry over the next 5-10 years is to ensure that the workforce reflects the diversity of the city. Coventry were keen that new arrivals to the city, and to the country, see working for the local authority as a positive career choice.

‘We want multicultural integration to meet nationally emerging policies’.

Local authority staff

Certain staff within the local authority were keen to ensure sexuality was on the diversity agenda and were working with the right local authority officials to make this happen. It was clear that this drive to include sexuality was being driven by individuals with a personal interest, however, it provides other local authorities with examples of how this subject, often considered very sensitive, can be addressed.
11.3 Richmond upon Thames

Key messages from Richmond upon Thames

- Richmond upon Thames had a predominantly White population and little evident diversity amongst young people;
- Staff felt there had been a move away from a need for diversity matching and that diversity should now be mainstreamed in all services; and
- Education and Children’s Services work closely with the Arts and Leisure and Culture Departments making conscious decisions to expose children to diversity.

11.3.1 Make up of the local authority

Richmond upon Thames London Borough Council was the least ethnically diverse of the four case study areas with 90 per cent of the population of White ethnic origin and ten per cent of Non-White. School children were more ethnically diverse than the adult population, which may present challenges to match the diversity of the children’s workforce to the children they work with.

Table 22 Ethnic diversity of the Richmond upon Thames population

<table>
<thead>
<tr>
<th></th>
<th>White</th>
<th>Non-White</th>
<th>Black</th>
<th>Asian</th>
<th>Mixed</th>
</tr>
</thead>
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<td>Adults (%)</td>
<td>90</td>
<td>10</td>
<td>1</td>
<td>3</td>
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<tr>
<td>Primary school children (%)</td>
<td>80</td>
<td>20</td>
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<td>6</td>
<td>7</td>
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<td>Secondary school children (%)</td>
<td>76</td>
<td>24</td>
<td>5</td>
<td>7</td>
<td>7</td>
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</table>

Source: ONS and PLASC

Using Richmond upon Thames Council’s employee monitoring data, it was possible to examine the diversity of workers in council run children services, the school workforce and employees in nurseries and childminders.

Table 23 below indicates that overall, the council employed children’s workforce may be more ethnically diverse than the overall adult population; while 81 per cent of children’s workers indicated they were White, nine per cent indicated they were Non-White and nine per cent had not specified. As a result it is safe to assert that the children’s workforce was more ethnically diverse than the adult population but the degree to which this is the case is hard to judge. It is also safe to assert that the council employed children’s workforce is not as diverse as the school aged children of the borough.
Table 23 Ethnic diversity of Richmond upon Thames Council employed children’s workforce

<table>
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<th></th>
<th>White</th>
<th>Non-White</th>
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<td>Education, Arts and Leisure (%)</td>
<td>75</td>
<td>12</td>
<td>13</td>
</tr>
<tr>
<td>Schools workforce (%)</td>
<td>86</td>
<td>7</td>
<td>8</td>
</tr>
<tr>
<td>Nurseries and childminding (%)</td>
<td>79</td>
<td>13</td>
<td>9</td>
</tr>
<tr>
<td>Total Richmond Council children’s workforce (%)</td>
<td>81</td>
<td>9</td>
<td>9</td>
</tr>
</tbody>
</table>

*Source: London Borough of Richmond upon Thames staff monitoring data*

In terms of gender, the council workforce was the most balanced out of the four case study areas with 69 per cent female. This changes dramatically when the school workforce is accounted for, as 85 per cent are female in schools, bringing the total to 81 per cent female and 19 per cent male. Figures for staff in nurseries and childminders were not available. In terms of disability, for council services and schools, two per cent of the workforce have indicated that they have a disability, 89 per cent have indicated that they do not have a disability and nine per cent have not provided any indication. Finally, in terms of age, it was hard to reach insightful conclusions because of the age bands in which the data from Richmond upon Thames was provided. Unsurprisingly, 59 per cent of the council and school workforce were in the (very large) age band of 25 to 49 years. Nine per cent of the workforce was under 25 years, 30 per cent were between the ages of 50 and 65 years while two per cent were over 65 years old.

11.3.2 Strategy

*Children’s workforce*

Staff in Richmond upon Thames were aware of the lack of visible diversity within their borough. With the exception of small geographical pockets, it was generally felt that children were not regularly exposed to diverse cultures and that the children’s workforce was predominately female. For these reasons, those working within Education and Children’s Services made conscious decisions with regard to diversity.

As identified above, the children’s workforce was predominately White and female. In order to address this, one member of staff was looking at the common competencies and transferable skills of staff in order to encourage mobilisation of the children’s workforce between what she described as the two sides of the children’s workforce: teaching and social care. The motivation behind mobilising the workforce was not one driven by diversity issues. However, increased diversity could be a consequence of this mobilisation, if for example, more male teachers were enticed to work on the social care side of the workforce.
'It is important for the workforce to be mobile, staff moving between schools helps the staff and the school to become outward looking bringing a diversity of attitudes’

Local authority staff

However, it is felt that there were many men working in children’s services, particularly in the Youth Offending Team and Youth Services.

The current Children’s Workforce Strategy (February 2007) neither mentions nor addresses the issue of diversity. Rather it stated the need to:

- recruit appropriate staff into the workforce, ensuring the work is attractive and promoting flexible entry routes;
- develop and retain more people within the workforce, improving their skills and knowledge;
- strengthen inter-agency and multi-disciplinary working, and workforce remodelling; and
- promote stronger leadership, management and supervision.

All staff were keen to express that diversity should not be treated as a separate entity, rather incorporated into everything that they do. On local authority member felt that ‘Equality should be mainstreamed’. One example cited was the promotion of Black History Month in schools. It was felt that schools should have History Month, whereby all histories were celebrated, rather than focusing solely on Black history.

The local authority had a Corporate Diversity and Equality Group which had representatives from each directorate, although there were approximately only five members who attend on a regular basis. The main role of this board was to work towards the Equalities Standard: the borough currently has a level two standard and is working towards level three. This Corporate Board reported to the Senior Equalities Executive Board which was comprised of the Director from each directorate, the Chief Executive of the local authority, and a representative from Human Resources and the policy and legal department. The group met once every two months with ‘a fluid agenda’, depending on the presentation of data analysis, ‘we are constantly reviewing the situation.’

There were several other breakout groups that met regularly to discuss the needs of particular communities. These included: the Disability Equality and Access Partnership, which was a mixture of voluntary groups in the borough and representatives from various directorates within the local authority council; the Race Equality Partnership, which was a multi-agency partnership with representatives from the Primary Care Trust (PCT), police, housing and voluntary groups; there was a newly formed LGBT Equality forum; and an interfaith forum, which was made up of representatives from various faith groups. The groups were designed to be an opportunity for community and
voluntary groups to ask the council what they were doing to address issues and to raise awareness with the necessary authorities of any situations developing that may require closer attention.

The local authority had set a council-wide target of nine per cent of the workforce to be from BME backgrounds. In Education and Children’s Services this was two per cent. In the recent past (3-4 years ago), the local authority took advice from external consultants and have targeted their recruitment at BME communities through changing their advertising, using appropriate websites and using the local press more. However, they were finding that nationally there were low numbers of BME students on teacher training course so there are not many teachers to choose from. In addition, Richmond upon Thames faces additional barriers in trying to attract young key workers to the area as the house prices and cost of living is very expensive. The local authority were focusing on the development of succession planning and workforce development for BME staff. However, Education and Children’s Services were focusing their workforce development more broadly on seconding middle management into leadership placements, because they felt that this was supporting all staff, not just one minority group.

Generally staff felt that the local authority workforce, and the children’s workforce was lacking disabled employees. Within Education and Children’s Services four per cent of the workforce have identified a disability, this is well below the eight per cent of the local population. However, the difficulties associated with this were also acknowledged, such as the fact that a disability may not always be visible and obvious, in addition, an employee may not always want to declare a disability if it does not impact on the ability to do their job. For this reason, official data may not always be accurate. However, in order to increase access for disabled people to become part of the workforce, the local authority were undertaking two actions: they had examined the Sutton Strategy, which had done some work in engaging adults with learning difficulties, however they acknowledged that the level of commitment needed is large; secondly the local authority were in the process of setting up a Way to Work scheme for school leavers aged 16-19 years with a disability, to help them into work placements with the council, although not necessarily within the children’s workforce.

### 11.3.3 Working with children

Richmond upon Thames were keen to express that children were at the heart of everything they do within the local authority, and all aspects of children’s achievements were celebrated and promoted.

Local authority staff felt that diversity matching used to be the thinking in terms of engaging with minority groups. However, there was a strong feeling that ‘we have moved on from that’ and that it was now more about choosing the right partnership and the correct inspirational roles. If the staff member came from a diverse community, but was not meeting the required standard for the role, this
could only be counterproductive and undermining of other role models. A member of the local authority staff explained that ‘It’s about the right person for the job and if it's not right, then change it.’

Education and Children’s Services in Richmond upon Thames have a close working relationship with the Arts and Leisure and Culture Departments, and deliver an integrated service to provide children with exposure to diverse communities, either through the topics they cover or through the staff engaged in projects. For example, some staff believe that children are often surrounded by women on a daily basis, so deliberately chose a Black male artist to work with the children in a recent cultural project. By doing this, they believed that they were exposing children to alternative role models who share passion, inspiration, a varied skills set and promote a positive attitude to children. Local authority staff therefore felt that the extended schools agenda was helping them to present diversity to children.

11.3.4 Barriers to addressing diversity

Staff felt that one of the main barriers they faced in addressing issues of diversity was the attitude presented from the general public. It was felt that the population of Richmond upon Thames was predominantly White and not as open to Black and ethnic minority cultures. Some local authority staff felt that ‘society needs to be educated’.

Staff in Education and Children’s Services felt that, although not a problem in their directorate, there was not the same level of commitment to diversity issues from senior staff across all directorates. It was felt that there as currently an acceptance of diversity issues surrounding BME communities, but that ‘sexual orientation is not yet equally accepted’.

Geography also plays a part in accessibility to services. Richmond upon Thames does have an Ethnic Minority Advocacy Group who provide advice, support and advocacy for people facing disadvantage or experiencing racial harassment. However, due to its location on the very edge of the borough bordering the next local authority, its role as more of a support for the Asian community ‘they are not seen as a universal group for BME communities’.

Although there were several groups within the local authority that met to identify and address the needs of particular diverse communities, there was not one person within each directorate to take responsibility for taking diversity forward. One person had the responsibility for doing this for the whole council, something which was deemed to be a difficult task.

11.3.5 Projects

A number of projects were identified within Richmond upon Thames which related to or have addressed issues of diversity, usually through the nature of the service users they were engaging. Three projects were reviewed:

- Culture Vultures
Culture Vultures was set up to work with looked after children and to engage them in the arts. There were a small number of staff involved in the project: one White female local authority employee (the project manager) and a Black male artist. The project manager deliberately set out to recruit a Black male artist to work on this project, as she felt that children are exposed to females all day long, and rarely had the opportunity to engage with someone from a BME community.

‘I will often look for diverse artist that don’t necessarily reflect the workforce…it is good to present [children] with something different…for all young people it is very stimulating to have different people.’

Project Manager

In addition, this particular artist had worked with the local authority on a previous project, and was judged to have a good rapport with the children and young people.

‘The White kids saw him as ‘cool’, the Black children could identify with him through their background, identity, and everyone else is inspired by him.’

Local authority Staff

The project focused on looked after children, but also encouraged those who were important to the children, for example siblings, foster siblings, friends or family. Approximately 60 children and young people aged 2-18 years of age took part in this exploration of culture and leisure in the borough past, present and future. Approximately 30 per cent of those involved were from a BME background, which is disproportionally high in relation to the borough population.
The aim of the project was to produce a series of photographs which showed the children in various locations and situations across the borough. Two of the photos are pictured below.

**Return of an Officer**

![Return of an Officer](image)

**Tea in the Park**

![Tea in the Park](image)

At the end of the project, the pictures were displayed in a local art gallery as part of a larger exhibition. The staff described the pride that the participants...
now take in the gallery, and are often seen in the location showing people around and taking ownership.

The children and young people who took part in the project explained that they had never had access to a project like this before, especially one working specifically with looked after children. ‘I have not done anything like this before on photography.’ Young person

The young people reported that the ethnicity of the project staff made little difference to them. Their main concern was that the tutor knew what he was talking about and treated the young people in an adult fashion rather than patronising them as children. Although the gender of the tutor made no difference to the young people, one young woman commented that ‘it tends to be men that you see in photography anyway’. However, the young people did have an opinion on the age of the tutor. It was felt to be better to have a tutor that was older than them, as opposed to a member of their peer group (late teens or early 20s). One young person described that, ‘Young people can sometimes assume that they can be pally with you when actually it makes them look like an idiot. Older people often have more experienced and are more easy-going’. The young people felt that the tutor was knowledgeable and expert in his subject ‘although sometimes this made him come across as though he was a bit of a know it all’.

The project was seen as giving the young people a great chance to be creative, and for them to have a finished product that can be viewed as part of a public exhibition and also taken away and kept.

When considering their close peers and role models, the young people chose a wide range of different people whom they considered to be part of their everyday lives. While a few people were in Culture Vultures, young people described many people outside of this (from college, foster home and other friends) as populating their close networks and immediate social worlds. These tended to be mixed by gender and ethnicity (especially for those young people themselves of ethnic minority background). In terms of disability, those with disabilities themselves had more (young) people with disabilities populating the circle of people closest to them.

Finally, young people highlighted the issue of foster and adoptive parents and their ethnic and cultural background. In Culture Vultures, all of the young people identified that their own step parents were of the same ethnic background as themselves. They feel that on a basic level ‘it is a human thing to want to be with people such as yourself in terms of shared experience’. However, while they feel this is important they also warn against this being
overplayed ‘I would not want the racism card played every time anyone was going to be placed with their step parents.’

**The Travellers Site**

Through the Ethnic Minority and Traveller Achievement Service (EMTAS), Richmond upon Thames has been forging successful ways of engaging with the local Traveller community.

Staff recognised that there were differences within the Traveller community that were unique to that group and not necessarily widely understood. Due to the tightness of the community, there were often family issues that will impact on the child’s attitude, aptitude and appearance. For example, the parents’ own negative experiences of education, combined with a cultural practice that not only strictly defines gender roles, but also puts a high level of adult responsibility on the children at the onset of adolescence.

Local authority staff have worked closely with the community to make a DVD called ‘Traveller Voices’ which is to be used with teachers in schools, school staff and council members as an educational tool to raise awareness about what it is like to be a Traveller.

The Richmond upon Thames site contained 15 pitches which had room for a single story hard-standing utility block, as well as having room for up to two caravans. The community was made up largely of three main Traveller family groups. The families are often large, with six or more children. The women were considered the heart of the family. It was the woman who had her name on the lease for the caravan, and who received government benefits. The men were rarely formally recognised in the system, and can be away for lengths of time undertaking work. The girls who grow up in the community mainly had expectations of getting married at a young age (often 16 years old) and having children of their own.

Regular intervention with the Traveller community began in 1999 when the parents asked the support teacher about the possibility of providing classes to teach them to read and write. Funding was offered through the local Adult Community College and the LSC and classes began, initially in the families’ caravans. Other funding commitments were soon established and so began a multi-agency support network which provided wrap-around care and support for the community. An Early Years class ran on site at the same time as the adult literacy provision and funding has since been given for this class to run every morning. From supporting the families in their own homes, the landlords and the local authority had provided a purpose built community building on the site from which a variety of services were offered. Having built up relations with the community, the Travellers, who were previously nervous of sending their children to school or using formal childcare, are now not only aware of the benefits of formal education, but encouraged their children to attend and support the services and the schools who have been supporting them.
Since the engagement of Education and Children’s Services with the Traveller site, other local authority services have also been able to engage with the Traveller community. For example, health visitors now regularly visit the site to weigh and measure new born babies and issue immunisations. A Traveller outreach steering group meets on site once a term and is attended by representatives from education, health, police, youth services, specialist children’s services, the landlords and residents. Through ongoing intervention, local authority staff have recognised that word of mouth is deemed very important when working with the Traveller community. One project worker explained ‘If you can get one family to work with you, others will follow.’

Staff described one girl they had been working with who was now 16 years old and not yet married, as mature and caring but potentially frustrated due to a lack of basic skills. She loved children, and had expressed a willingness to learn and work. She was keen to work in an early years setting and was prepared to attend college one day a week to gain a qualification. This was something that breaks all the norms of expectation and has come as a result of the long term engagement from the local authority with the Traveller community.

The issue of getting traveller children to attend school has caused many problems. Moreover, the challenges faced by young traveller women in engaging with school are palpable. The support workers have worked with the young people to encourage them to wear school uniform, but the young female Travellers described examples in the past, of verbal and physical bullying from their peers and, in some instances, prejudice and exclusion in the actions and attitudes of their teachers.

‘The teacher made me stand in front of the class at the blackboard even when they knew that I couldn’t read.’

Young person

The local authority practitioners identified how this sense of alienation and exclusion was reflected at a strategic level in terms of inconsistent acknowledgment of the issues faced and the kind of support needed by Traveller young people in school. For example, where a formal assessment for SEN was needed, this was very difficult to arrange if the child had poor attendance due to long periods of travelling with their family. Some of the children have experienced difficulties with engaging in full-time education and so the support service set up an alternative provision which complements what the young people are learning in school. For part of the school week, classes were held in the community centre on the Traveller site. During these sessions, the young people follow the accredited ASDAN course as well as experiencing art and creative activities as well as now being part of the Radiowaves internet based learning forum for Travellers and other mobile students. This not only allows the young people to hear podcasts from other Traveller students around the country, it also empowers them to have a voice and air their views,
knowing that they will be heard. Alongside this provision, the service was about to run the ELAMP ICT based learning programme.

A project worker identified that the formality of schooling clashes with the young people’s position within the Traveller community which positioned them as adults at an earlier age than is expected in some non-Traveller groups in society. By the age of nine or ten, girls were well versed in childcare and keeping home whilst boys were trained in established family trades such as paving, roofing and general building. In this context, wearing uniform for school and accepting authority without question from teachers becomes both a source of embarrassment and fuel for potential confrontation.

The tightness of the Traveller community, and consequent difficulty in quickly establishing effective engagement, was demonstrated in the way that young Traveller women identify their role models and friends. Unlike the other young people consulted during this project, almost all of the young Travellers identified people from within their own Traveller community as their main role models. In overview, the only exceptions to this were the teachers from the community centre, one outside friend and one person who married into the community. Previous experiences of the education system would have put teachers, schools and their peers in school, as people who they were least close to. Contrastingly, the local authority staff who work regularly with the community were positioned just outside their immediate circle of friends and people closest to them (the closest ‘circle of influence’ being family and friends on the site). However, the situation in schools was moving forward and with effective collaborative working between the LA service and the schools, the schools were beginning to provide a more sensitive and culturally relevant curriculum for these young people.

Project workers identified that the Traveller community was not yet at the point where diversity of matching of practitioners can take place (due to levels of educational achievement rather than recent migration, in this instance). However, in the absence of professionals from the Traveller community who could work as practitioners, the qualities that the young women stress as valued in project workers were: fairness; the respectful manner with which the practitioners treat them; that they were treated more as equals and adults; and that school lessons were pitched at levels that the young women could work at. This was also reflected in the discussions with parents on the site who identify that the project staff very much understand the community and the way that it works, and that this went above and beyond that which would be required in their project roles alone.

**Self Esteem through Sports (SETS)**

Self Esteem Through Sports (SETS) was established six years ago when a local sports college in Richmond upon Thames had 20 young people in Year 11 who they felt were at risk of exclusion. They came to the lead practitioner, who was based as a teacher in a Richmond upon Thames Pupil Referral
Individual Case Studies

Service (PRS), and asked him to work with the young people and try to engage the Year 11s through the avenue of sports. While the lead practitioner is a teacher at the PRS he is also a qualified sports psychologist and had been operating in the borough for 14 years so has extensive local networks.

The programme has grown significantly since its first inception and now incorporates some 200 young people drawn from five of the eight secondary schools across the borough. Young people are nominated by their school to be included in the programme. The scheme is funded through each of the participating schools making a financial contribution to the scheme. Initially the scheme focused on those with disruptive behaviours and this tended to be the main criterion for nomination to the scheme. Now this can include a whole gamut of issues such as lack of confidence for instance. However, it remains the case that many of those referred by their schools will display quite challenging behaviours.

The content of the scheme differs according to the menu of sports chosen. However, groups will often start the scheme with rowing. This involves a lot of teamwork which is good for group dynamics and also helps to break down barriers in the way that rowing is often thought of by young people as an elitist sport. Other sports include boxing, canoeing and coaching football. The course consists of young people attending two sessions each week during the academic term (in place of school lessons). Each session will take place either in the morning, in place of lessons (e.g. 8.30am-12.30pm), or in the evening outside of the school. The young people from each school are deliberately grouped together and will learn one sport over a period of 12 weeks. The maximum stay on the course is two years and the lead practitioner identifies that almost all attendees do the full two years. The lead practitioner identifies that the composition of attendees tends to be mostly male with only a minority being female. The age range of those attending has extended from (initially) Year 11 down to Year 9. The intention in the next academic year is to bring this down to Year 8, however the inclusion of this age group would change the content of the scheme slightly and lead to a focus on involvement and acquisition of sporting skills rather than more advanced skills such as football coaching.

Importantly for SETS, the scheme had around 20 different professional coaches (rather than teachers) spanning the eight sports that were taught on the scheme overall. This was seen a crucial aspect in the success of the scheme in that the professionals command automatic respect for the coaches because of their dedication to their sport. The project lead explained that ‘They’re not PE teachers, they’re professional coaches at the top of their game and the kids respect them for that’. For the lead practitioner the success of SETS also lies in the ability of the 20 coaches to be able to communicate effectively with young people. They need to have a presence that commands respect, especially when engaging with a potentially difficult audience. In this context, the lead practitioner felt that he and his team were able to engage young Black men as much as White young females for instance.
‘You need authority, confidence, to lack fear, be well briefed and not be fazed by the young people. They can sense uncertainty or hesitation instantly!’

Project staff

In observation of a boxing class (composed of a local school’s Year 10 young people who had been displaying very challenging behaviour within the school), the teacher felt it spoke volumes that young people entered into the gym and shook the hand of all the coaches both at the start and the end of the lesson, something they did on their own initiative.

Local authority staff identified how, within this, they felt that certain variables of diversity and ethnicity, such as gender, do play a role. The majority of the coaches tended to be men. The lead practitioner is himself an African Caribbean male. As one manager notes ‘this will undoubtedly have role model impact for some of the young Black men coming onto the scheme’.

The focus of SETS is promoted as the ‘4 As’: attachment; achievement; awards; and attitude. In order to avoid the course being seen as a reward for bad behaviour emphasis is made to teachers that the sessions themselves are far from easy and that the positive outcome from the sessions in terms of improved behaviour and educational attainment of their young people will actually make their job easier. There is also a big emphasis on engaging parents in the scheme as well. Parents are invited to attend and observe initial sessions and they hold a specific meeting for parents in the evening. They also have a parents feedback form. For schools, the main outcomes are: improved attendance at school; decreased number or incidents in school; the young person not being arrested/cautioned or excluded from school; gaining accreditation for courses that have been on and finishing courses; uplift in projected GCSE results.

In terms of sports, the scheme identified that a number of young people had continued to progress and excel in their chosen sports. For example, one of the male pupils is now in the British water sports team, another is playing cricket for Middlesex and another is in the WASPs junior rugby team. The scheme also currently has eight crews in the schools rowing regatta. In addition, some of the partner organisations involved in the project also take the most talented young people on beyond the life of the project itself.

For the teacher, particularly in the context of boxing, gender matching was seen as positive in that having male tutors in a very male environment is seen as positive for the young men attending the sessions. He explained that ‘For many, I think this is the first time that they have a positive strong male role model in their lives with whom they can have an enjoyable productive relationship – whether their fathers are present or not’. In this sense attending the scheme was helping the young men to engage with other men.
The teacher also felt other outcomes for his group of students with challenging behaviours was clear through their attendance on the scheme. He described that ‘The change that you see in their attainment is immense. They just seem to be able to function as a team so much more easily rather than as an individual. The students look forward to the boxing sessions and jostle to sit in the front of the minibus rather than the back as you would expect’. He also identifies how repeat lateness at school and handing of homework has been addressed through threatening to curtail attendance at the sessions.

Young people were clear why they were attending the groups ‘we’re all here to improve our behaviour’. They feel that the tutors do not patronize them and are seen as professional. ‘They don’t treat us like little children – and they’re professional trainers themselves’.

11.3.6 Conclusion

Richmond Upon Thames have worked hard to engage with groups that are sometimes perceived to be hard to reach. Although the local authority has a low ethnically diverse population, staff working in the children’s workforce are making a conscious effort to expose children to diversity. However, there are definite beliefs that diversity matching is not usually necessary. Moreover, the skills and expertise of staff are crucial to establishing and maintaining relationships of trust, leading to positive outcomes and engagement from minority groups in the population.
### 11.4 Hillingdon

#### Key messages from Hillingdon

- Although the local authority children's workforce did not directly reflect the make up of the local population, the difference was not considered vast enough to be a concern.

- The presence of a large international airport means a continual influx of children and young people from around the world. Changing global political situations therefore make it difficult for the local authority to plan for the long term.

- Many services have the opportunity to buy in staff from different local authorities to reflect particular aspects of diversity if the need arises.

- Diversity matching was often considered more important for the families than for the children or young people themselves.

#### 11.4.1 Make up of the local authority

While 73 per cent of the adult population of Hillingdon describe themselves of being of White ethnic origin, only 60 per cent of children in state maintained schools in the borough are White. Of the 26 per cent Non-White adult population, 12 per cent are Asian, eight per cent are Black, six per cent are Other ethnic origin and only 0.6 per cent are of Mixed ethnic origin. The proportion of mixed ethnic origin rises dramatically to six per cent of secondary school children and to seven per cent of primary school children.

Of the 743 local authority employees in the children’s workforce, 453 (or 61 per cent) were White and 203 (or 27 per cent) were of Black or minority ethnic origin, with 87 (or 12 per cent) of unspecified ethnic origin. The data available for the children’s workforce of Hillingdon was available for 32 different ‘pay point descriptions’, with employees grouped into teams of two to 115 people. Meaningful conclusions about the diversity of the workforce within these teams were hard to make. ‘Youth Workers’ is the largest pay point description with 115 employees of which 61 per cent were White, ten per cent were Asian, 26 per cent were Black and four per cent were unspecified. Break-down of the workforce in other ‘pay point descriptions’ would be of limited interest either because the teams are too small or because of the large ‘unspecified’ group (up to 48 per cent in one case).

As with the other case study areas, the children’s workforce in Hillingdon was also predominantly female (79 per cent). Looking at the gender balance of employees by pay point description, there was great variety. The Youth Workers’ team was relatively balanced with 53 per cent female and 47 per cent male. Of the two managers of the group, there is one female and one male. All five employees in the Student Support Team were male. However, all 35 employees in the Children’s Resources team were female, and female employees dominated the workforce in all other teams. In terms of disability, three employees (or 0.4 per cent) have indicated that they were disabled, 13
(or 1.75 per cent) have indicated that they were not disabled, while 727 (or 97.8 per cent) have not provided any information regarding their disability. In terms of age, 11 per cent of the workforce was under 25 years, 25 per cent were between the ages of 26 and 35 years, 37 per cent were in the 36 to 50 year age group, 21 per cent in the 51 to 65 year old group and 0.1 per cent were over the age of 65 years.

11.4.2 Strategy

**Children’s workforce**

In introducing the Hillingdon Children’s Workforce Strategy, the document identified that the ‘figures for employees for ethnic minority background exceed those percentages present in their locality’\(^1\). However, there was also an acknowledgement that there was a need to ensure that those employees were engaged in a range of roles and not disproportionately employed in low paid positions with poor career prospects. The Children’s Workforce Strategy continues to state that ‘we need an effective and efficient workforce that is appropriately skilled and qualified to support the developing needs of children and young people. In order to do this we need to more accurately establish the profile of the current workforce and identify future development needs’. (p12)

In order to achieve this, the objectives of Hillingdon Children’s Workforce Strategy were:

- effective recruitment and retention programmes to attract and retain those people who provide the best possible service;
- effective development opportunities across agencies and training agreements that encourage greater multi-agency and multi disciplinary learning;
- work that is informed by best practice and establishment of a culture that encourages learning and development; and
- the alignment of processes and procedures, with supporting training, to produce the effective management and supervision of staff.

In setting out the ways in which Hillingdon are going to achieve their objectives, diversity was not mentioned in any aspect. Staff expressed that Hillingdon children’s workforce does not match exactly with the population. However, it was felt that the difference was not significant enough to cause concern. As a result, the local authority had not identified any specific target groups that they wish to engage, rather they wish to be inclusive of everyone. Local authority staff felt that diversity ‘is a strand that runs through the work, not a separate entity, it should inform work’. Staff expressed the difficulty in presenting and addressing diversity data. This was due to the combination of not all staff voluntarily declaring information about themselves, and the different ways in

\(^1\) Children’s Workforce Strategy, Hillingdon Council London p11.
which various services collate their data, sometimes, therefore making it incomparable. It was therefore highlighted that the figures presented in the Children’s Workforce Strategy may not be an accurate picture.

Although Hillingdon has an Equality and Diversity Manager, there was no additional funding for addressing diversity and equality issues and the role was therefore accommodated into Strategic Improvement and delivered through service improvement, customer care and in participation with stakeholders. This ensures that equality and diversity issues were therefore mainstreamed.

Since moving into post in April 2005, the Equality and Diversity Manager had spent time establishing the local authority’s current situation with each of the key diversity strands. She admitted that this had been driven by legislation and policy changes, and that it had taken a while to get round to addressing issues of faith and sexuality. The most recent staff survey asked questions about bullying, including questions for the first time on religious harassment. Hillingdon recently made the decision to start monitoring sexuality of local authority staff and they have been working with Stonewall2 on how best to do this. The local authority will be asking questions about sexuality on their next staff survey that is due in March 20093.

Hillingdon local authority has a Workforce Strategy group who meet once a month. The group is made up of heads of service departments and were in the process of agreeing the final strategy for moving towards the level four Equalities Standard. Hillingdon used to have a series of employee forums for diverse groups, however, they were not deemed to be successful or effective and no longer operated. Management were currently exploring how these forums could be re-established and what benefit they could be.

The local authority training programme has recently been redeveloped as it was previously felt to be ‘generic and rubbish’. As part of the development, they have made a DVD to share with staff about what it is like to live in Hillingdon. This includes stories from a range of community members such as a Somalian woman describing her daily life, what services she accesses and what specialist needs she has. The DVD will be shown as part of the new training programme for local authority employees.

Hillingdon has experienced difficulties in trying to recruit social care staff and foster carers from diverse backgrounds to reflect the population of the children that they are working with. The local authority previously undertook a recruitment drive with an Asian social worker leading the recruitment. They spoke with community leaders about the best way to engage communities,

2 Stonewall is recognised as one of the leading national campaigners on sexuality
3 Staff surveys are conducted every two years.
visited temples and mosques, and conducted radio and press advertising. However, the recruitment drive was not considered a success.

Due to its location next to a large international airport, the local authority has to deal with a continual influx of children and young people from around the world often seeking asylum or refugee status or as a result of child trafficking. The local authority have a large location where such children and young people are housed while they are awaiting assessment. It is important the staff working in this facility are a mix of male and female in order that any personal issues can be addressed. Staff spoke a number of languages and represented a variety of religions. However, it would be impossible to plan to match the diversity of all the children as this is continually changing depending on the political status in the world. This makes it difficult for the local authority to plan for long term need, ‘we are always thinking in the short term’.

11.4.3 Working with children

Many of the services that were delivered to children recognised the need to be flexible to meet the child’s needs. This may mean conducting support work outside of office hours or in locations more appropriate for the child, such as in school or in an informal environment outside of the family home. This was considered necessary to allow children the ability to talk freely without family constraints. This was also felt to be supportive to the family, who recognised that services, often associated with Social Services, were on their side and working to the needs of the family rather than a government agenda. This is considered empowering for the family. These services can include aspects of parenting lessons, issues of mental health, alcohol and drug abuse, behavioural issues or attendance and attainment in school.

Some of the work undertaken with children was about education. For some children it remains the case that they believe it is acceptable for a relative to abuse them physically and sexually. In many cases they are scared to contact authorities or helplines for fear of the repercussions. In the same way, this works for empowering parents when children are demonstrating anti social behaviour. In delivering such services, staff strongly believe that skills and experience are far more important than matching diversity.

In many cases staff ask children and young people what type of person they would like supporting them, and consideration is given where possible to meet these needs. For example, one team who are all female, had a child who was caring for his mother and had seen her violently abused. He asked for a male member of staff because he knew he would not cry in front of a man and he wanted to stay strong for his mum. In this case the service had the option of buying in services from a local borough to meet the need.

11.4.4 Barriers to addressing diversity

In trying to recruit members of the community to become social care workers and foster carers, the local authority felt that some people who were willing to
come forward, were put off by the need for all family members to undertake a Criminal Records Bureau (CRB) check. This was considered to be intrusive and preventative to recruitment.

In addressing multiple strands of diversity, there may be a need to deal with an issue in a very specialised area, and it is rare that someone will have experience in that area. However, at the same time, staff acknowledge that ‘you don’t need a Black worker to work with Black kids’.

11.4.5 Projects

In Hillingdon four projects were reviewed, these were:

- Children’s Centre
- Hillingdon Video Project
- Youth Inclusion Support Panel
- Youth Offending Team

Children’s Centre

This Children’s Centre has been a local authority nursery for about 60 years, currently registered for 95 children aged from six months to five years. In addition to childcare, the Centre offered a series of parenting and skills classes to support parents including:

- Hope – a group focused on refugees and new mums;
- ESOL classes;
- parenting support;
- teenage mums group;
- childminder support group;
- pre-play group run by a health visitor and
- Freedom – a support group addressing domestic violence.

The groups were run by professionals from a variety of ethnic backgrounds including White British, Asian and Tamil. One of the biggest issues that the staff at the Children’s Centre face is communication and trying to educate parents to understand what is considered acceptable behaviour in this country.

The cultural background of the families who use the Children’s Centre were very missed. Very occasionally parents will ask if there is a staff member from a particularly community, but this has never knowingly prevented a parent from using the centre. However, where there is a staff member from a particular community present, for example a Black Caribbean woman, parents from that community will orientate towards her if they have something they wish to discuss.
In order to be inclusive of all children and cultures, the Children’s Centre chooses three large festive celebrations each year to educate and celebrate with the children. For example this may be Christmas, West Indian Carnival, Eid or Chinese New Year.

The Childcare and Early Years Team has an Inclusion Officer whom they can turn to for advice and guidance on diversity issues. The Children’s Centre wrote an Establishment Plan to demonstrate how they are addressing diversity issues in line with the corporate plan. The Children’s Centre also acts as a mentor for other childcare providers in the area. The manager will meet with new childcare providers monthly to share practices and knowledge.

Parents’ views echo those of the practitioners, identifying that the ethnic and cultural background of the practitioners rarely, if ever, arises as an issue for them. Their main concern is whether the practitioners support and nurture their children irrespective of the gender, disability or sexuality.

‘My son has a great keyworker – she supports and interacts with him really well. As along as they have core support skills, empathy and speaks English and communicate well in plain English then the rest should be fine’.

Parent

Parents also identified that those parents for whom ethnic or religious background would be an issue were likely to have sent their children to faith schools anyway. One parent explained ‘They wouldn’t be here as they are the ones who would already make sure that their children go to schools taught according to whatever religion they have’.

Like practitioners, parents felt it was important for the children’s workforce to display a range of diversity, but that diversity matching was not necessary. As one parent observed ‘It is good for young people to see diverse ethnicities, disabilities, sexualities as it makes it an every day phenomenon’. The point was also made that, given the teaching load of early years practitioners, it would simply not be practical to match variables of diversity from child to practitioner. Generally, parents were happy with the range of diversity at the Children’s Centre.

‘The staff are fine as they are. They understand children and their needs, such as my boy’s, and that’s why I like this place’.

Parent

Gender was felt to be an issue parents identified with in relation to the early years workforce, noting it to be resoundingly female.

‘I think children grow up today thinking only women work in primary schools or nurseries’.
Parents did not feel this was a burning issue since their own children seemed to be doing well in early years and they were uncertain as to the potential impact of attempting to address the gender balance of the early years workforce. Only one parent, a relatively traditional Pakistani father, was sceptical about involving men in early years since he saw this as stereotypically the domain of women. In terms of potential actions to promote male inclusion in the early years arena, parents understood this to be a complex area and were concerned that ‘raising wages may mean that the whole cost of sending your child to nursery would increase costs making childcare more expensive’.

Rather than diversity matching, one parent, who was also a teacher at a local primary school, identified that the needs of one group of children needed to be closely matched by supporting practitioners, if not their ethnic or cultural background per se. This was the needs of children coming from zones of conflict such as Somalia.

“These children have come from war-torn regions and may have witnessed terrible incidents. Their focus is on ‘survival’ and they need to be taught by someone who can acknowledge that. For some there is real difficulty in saying goodbye to parents as they have a residual fear that they won’t see their parents again. It does not have to be a Somali teacher in this context. It is not about diversity matching but equipping yourself with the knowledge to understand how to support these young people’.

Teacher and Parent

The teacher identified that teacher training in these areas were initially not available but has lately become available in the borough through Ethnic Minority Achievement Grants. Other parents identified a similar case in terms of early years practitioners being disability aware or being able to communicate in sign language for instance, rather than coming from the deaf community themselves.

A number of parents had children with some form of learning disabilities or developmental difficulties. They identify that the Children’s Centre supports their children well because staff have the excellent interpersonal and interactive skills needed in order to work productively with children and young people with these conditions.

Hillingdon Video Project

Hillingdon has a significant Asian population, but also Somali, African and Eastern European communities. This was especially so in the southern half of the borough. A local project has focused on giving a voice to some of the
young people from these communities since younger people will tend to have even less of a voice than adults do.

One of the projects within this programme was focused on producing a video detailing the perspective of Albanian young people living in Hillingdon. A local Albanian community link person was already organising very informal meetings of the Albanian community. She identified that, prior to these meetings, there was a lack of a focal point for the Albanian community in the area. While still numerically a small community, the link worker felt it was important for their children to meet other Albanian young people and learn cultural traditions whilst simultaneously engaging parents to begin capacity-building within the community.

The video project was organised as a Saturday morning group for around ten young people meeting every week for ten weeks. The young people were taught video skills and asked to contribute to camera on a number of subjects broadly reflecting the Every Child Matters agenda. Practitioners identify that at the start of the sessions the young people were quiet as they did not know each other that well and had not used video-recording equipment before. Talking about their background was not something they had previously actively reflected upon, especially as for some young people leaving and travelling from their country of origin had been traumatic, or simply not remembered by others who would have been too young at time of departure. In making the video, the young people were required to ask their parents about their country of origin and their migration to the UK. For many, this was the first time they had talked about such issues with their parents given that circumstances of migrating to the UK had often been very stressful and young people may have felt this too sensitive to ask their parents about it. The video gave them the opportunity to do this.

The practitioners delivering the sessions (one White British and one Sri Lankan) were not from a similar ethnic background to the young people and their families engaged on the project however both project staff and parents did not consider this to be a prerequisite in working with young people from ethnic communities. The project workers identified that the most important qualities needed in working with young people of any background is an informal, flexible, easy-going approach that both gives time to listen to young people as well as directing a desired agenda along. As the community link worker observed, ‘fundamentally, the project workers are nice people who get on with the young people and they knew about using the video equipment and the right kinds of questions to ask’. Similarly, in discussions, young people did not identify the background of the project workers as making a difference for them in terms of age, gender and ethnicity. The thing that did make a difference for the young people was that they feel listened to as well as receiving active encouragement and support from project workers.

However, it was considered crucial that the link person engaged on the project was herself ethnic Albanian in order to engage people from the community and
get them to attend the sessions in the first instance. As the following practitioner observed:

‘It was essential to initial engagement with the ten or so families whose children were involved in the sessions to have [named link worker]. Without her it would have been difficult to engage the community. You need someone of similar background, language and experience’.

Practitioner

While language did not emerge as an issue for any of the young people it did continue to present major problems for some of the parents.

One project worker identified that the group had success in engaging with a specific section within the Albanian community, that of Albanian Catholics. He had first thought that there was going to be engagement with Albanian Muslims which did not happen. This is in part informed by the networks of the link worker with the community who herself is Catholic Albanian. Here, diversity matching can work to access a community, but it can also mean that there is a tendency for diversity to match in great specificity to the characteristics of practitioners even where this is not intended to be the case.

There has been continued meeting of the young people’s group beyond the making of the video and strong friendships have been formed between each other and their wider families as well as the capacity-building of the community (for example, the link worker has become established with the local council).

**Youth Inclusion Support Panel (YISP)**

The Youth Inclusion Support Panel is a service that works with children or young people who are starting to demonstrate anti-social behaviour. The YISP team will work with a young person to identify any issues that may be influencing their behaviour, with the aim of re-engaging them in society and preventing them from receiving official convictions from the police.

Guidelines for the service are set out by the Youth Justice Board, and referrals are mainly received from agencies such as schools or the police. A key worker is allocated to the case and after conducting an Onset Assessment, will agree a programme of intervention which is presented to a panel of representatives from housing, education, social services, health, youth services and the Community Action Support Team. Actions may include activities such as anger management, sexual health, drug and alcohol abuse and leisure time activities. It is a voluntary initiative, so children, young people and the families have to agree to the intervention.

YISP started at the end of 2004 and is made up of one manager, an administrator and four key workers: two male, two female. All of the staff were from BME backgrounds. The allocation of a key worker to service user is
primarily done on the basis of capacity. However, as the team were not currently working at full capacity, there was room for a little flexibility and consideration to culture would be given if it was felt necessary. However, the majority of the service users were aged 8-12 years and were White males, so it was not normally possible to consider diversity matching on the basis of ethnicity or age, and not considered necessary.

‘Sometimes difference can bring out the best in people.’

Project staff

The project manager felt that it was fair to say that some families would engage easier with the intervention if the key worker was from the same background as themselves. For example, the team had been working with a Somali family, and the key worker was of Ghanaian descent. The family were previously known to Social Services and had previously had a White male worker. The new key worker managed to get the family to engage, and it was felt that ‘the fact that he was an African man, contributed to the success’ of the work. In cases like this, the project manager feels that diversity matching was often more important to the family than to the young people themselves.

Regarding the diversity of the team, the project manager was conscious of trying to recruit a White key worker, however the project manager felt that at the recruitment stage those in the team presented as stronger candidates. Although they had a White woman apply for a position, she later withdrew her application.

YISP workers also identified the contrast between having a team made of Black Caribbean, Ghanaian, Asian Indian and Pakistani workers and the largely White British service users with whom they work. They identified a couple of clients manifesting extremely racist behaviours, ‘I have a client who simply did not understand that saying things such as ‘Paki’ was actually a racist term, and another one (service user) who was found hanging Black dolls and being very verbally aggressive.’ Clearly, these clients posed challenges for the workers, however, they identify the positive aspects of diversity mismatching.

‘It can be really therapeutic as it forces the client to think about their behaviour and the motivation for what they are doing. Often it really is about (their) home life and the kinds of behaviours their parents allow or promote.’

Project staff

In this instance diversity mismatching was seen as productive of positive outcomes in ‘addressing racist behaviours head-on’ in a way that may not be as strongly evidenced for those of similar ethnicity to the young people themselves.
However, YISP staff also identified that this is contextual. Staff gave examples outlining how they had used diversity matching to positive effect in previous roles. For example, when running personal development workshop sessions in Southall, a young Asian worker identified that his ethnic background helped him to get Asian and other BME people through into sessions.

‘Sometimes ethnicity and age can be helpful - younger ethnic people will often connect better with other younger ethnic people. It’s a useful strategy when trying to engage a hard-to-reach population.’

Project staff

In terms of gender, females were generally matched to other female keyworkers. However the workers identified that once the initial relationship was built up with the keyworker then this tends to be less of an issue, ‘so matching by gender is desirable but not essential. The individual attributes of the keyworker are the most important thing.’ However, they acknowledged that there were certain instances where matching was essential and this concerns gender-sensitive or gender-specific issues such as a young girl who was going through pregnancy, or had experienced sexual abuse or assault. Project staff felt that ‘Having a female keyworker is crucial at these times.’ In overview one worker observes that ‘diversity matching is not needed to achieve better outcomes in general for children and young people – only in those specific conditions where diversity issues have been raised.’

Interviews with young people echoed the perspectives outlined by workers and the project manager. The workers were seen as friendly and approachable and people with whom the young people can relate. They were also felt to be understanding of the comfort zone young people want.

‘They don’t ask too many personal questions.’

Young person

Indeed, one complaint related to the way in which the workers were ‘too adept’ at immersion in the worlds of young people.

‘I don’t like it when keyworkers try to speak in youth slang – it sounds rubbish and then what are we supposed to use if they’re using it?’

Young person

YISP workers were also felt to be different to school teachers who were perceived as behaving as older people. One young person felt that ‘Older people just don’t listen – like you have to put your hand up in school to speak and always follow rules.’
Young people identified that important to their engagement was the activities that they did when at the YISP. Previous experience of other clubs had been uninspiring with activities such as tennis and trampolining which were felt to be ‘boring’ (as well as being located in substandard facilities). ‘Now we do really good things at YISP – go-karting, quad-biking which I love doing and managed to win my races in.’ Overall, young people were positive about YISP and report enjoying coming to the centre. One young person explained,

‘If you behave at YISP you get rewards. It works the other way in school where the minutes you are late get added up and then you have to stay behind for this amount of detention a week.’

Young people placed the people that they had met at YISP as quite central to their social worlds (of who was important to them). One young person described the people closest to him consisted of his parents, next door neighbour, best friend and other mates from school and then his other mates from YISP. Just outside of this was placed people’s keyworkers. Clearly the project had been significant in widening the young person’s social networks and horizons, and had given the young person a greater mix of friends in terms of gender, ethnicity through inclusion of the YISP workers.

This widened sense of horizons and networks appears to have been supportive for young people, particularly during times of stress. One young person identified how he was getting bullied and that things had got better since joining YISP. Although he does not see this as entirely attributable to YISP he does see it as informed by his attendance at the project. The young person explained that

‘It wasn’t enjoyable. I used to get hit and my parents went into school but things have recently sorted themselves out. I know there has been a big improvement in my behaviour. It isn’t just YISP but is also me getting older as well.’

**Youth Offending Team**

The Youth Offending Team have a number of positions that were filled by volunteers and sessional workers.

1. Appropriate Adult - when a young person was arrested they are required by law to have a responsible present in the police station to ensure their welfare. Volunteers normally agreed to be available for a number of time slots in a given month when they can be called upon to act as an Appropriate Adult as required.

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4 Sessional workers are paid members of staff
2. Panel Members - This was a panel of community members who make up the Youth Justice Board (YJB). Young people who were subject to a referral order were reviewed by the YJB, and a series of interventions are recommended for them (for example, meet regularly with a mentor, have appointments with a drugs worker). The young person came before the YJB which approve the contract of actions. Volunteers normally agreed to participate in two YJB panels per month.

3. Mentors - who acted as a role model for the young people, occasionally providing guidance and advocacy but primarily just spending quality time with them in a social setting, building up a relationship of trust. Mentors usually committed to meeting the young person a minimum of two hours per fortnight.

4. Learning Mentors - This was a new initiative which was more intensive than the standard mentor role. Deficiency in basic skills has come up as a big issue with a lot of the young people involved in the project so the idea was that learning mentors will meet frequently with the young person, for several hours a week and deliver an agreed, tailor made package of structured learning such as around basic skills or other identified learning needs. One of the key aims of this strand was to prepare young people to re-engage with school whereas they may have previously dropped out.

Diversity of the workforce was considered an important issue at all levels of intervention. When pairing up a young person with a volunteer adult, the team coordinator would talk with the young person and try to ascertain if there are any characteristics that the young person would like to see in their mentor, such as gender, age, and ethnicity.

It is felt that the diversity of the workforce was particularly key when a young person meets with the Youth Justice Board. This is a panel that sat with the young person to determine the appropriate course of action, and it was important that all the people on the board do not have the same characteristics as this might create barriers, and the young person may not feel that they have access to a fair hearing.

‘It is important for our young people to be working with a mix of adults.’

Local authority staff

When the coordinator came into post, it had been vacant for approximately nine months and many of the active volunteers had left. Starting from scratch, there was a large recruitment drive to engage volunteers from all areas of the borough. Using a series of established networks, ex-colleagues, advertising on radio and putting up posters, 21 volunteers had recently been trained to work as mentors for YOT. The aim was to be as accessible as possible and to
include those who also had a full-time job, mentor training was run on evenings and at weekends. The mentors are mainly female, which is in line with all volunteering, but they do demonstrate a range of backgrounds including ethnicity and age. There were a couple of Black men, 'who are considered gold dust.'

Mentors identified how, outside of themselves, there were relatively few Non-White full-time members of staff. Interestingly, while some mentors saw diversity of practitioners as not having an impact on outcomes for young people, two new African-Caribbean mentors did see there could be some relationship operating in terms of diversity of the workforce on the one hand, and outcome for young people on the other. Both outline a potential benefit of diversity matching for the black community in the context of low self-esteem and a downward spiral for some young Black men (in terms of educational, penal and other attainment indices). Here, having more Black teachers and other practitioners was something they felt should be strongly promoted. They also outlined how it could be important to have practitioners of the same sexuality as service users in some contexts.

These mentors argued that, given the very personal basis of the mentor-mentee interaction, having commonality of race or gender is quite important in terms of having an understanding of the experience. However this was not strict but broad diversity matching for example, a dual heritage or Black Caribbean worker could be mentoring African clients in this context. Mentors also considered there to be a role model element operating in such relationships. One mentor described,

'I could have easily have dealt with a White British girl but as a Black female I thought I would support another Black female more – it is about the role model effect and having some firsthand experience of what the user is going through'.

Similarly a Black male mentor identifies,

'I believe that Black males can do well and that I was lucky growing up with my parents together and going to a school where I had support.'

For other mentors, while there was an understanding of how practitioners could function as positive role models for young people, there was a reticence in trying to strictly match by diversity. One project worker felt, 'If you get caught up in diversity matching then you can lose sight of what you should be focusing on in terms of young people.' Using the example of a young person in looked after care who was, as was standard, matched to a culturally similar family. Due to personality issues this did not work out and the young person was reunited with the White British family that he was originally placed with. A project worker explained, 'This demonstrates that hard and fast rules do not work with young people, there needs to be a degree of flexibility.' While
Individual Case Studies

matching can occur, such as the mentor who is herself Catholic supporting a Catholic young person placed with a non-Catholic family, she felt it was the exception rather than the rule. ‘There is the odd case where diversity matching is important, where someone has been deprived of their own background or are over identifying but generally it has to be about general representation in the workforce.’

For one YOT worker, the main qualities for working with young people was to have a balanced approach. They felt that ‘The kids know when you are not taking them seriously. Unless you are fairly authoritarian combined with good sense of humour and flexibility the young people will be even more challenging to work with than they already are.’ He felt it was good to have a diverse representation across the workforce but was not something that he thinks you can necessarily recruit for. ‘It’s good for young people to see themselves represented at some point by at least one practitioner that they come into contact with.’ One variable of diversity that the worker did feel was important however was that of background or social class.

‘If you have a similar social background that can help as sometimes they can feel people look down on them. If you sounded very posh then it would be more difficult to work with the young people for example.’

Project staff

Young people themselves identified that the background of supporting practitioners did not make a difference to them on a personal level. A White British young person identifies how he has seen a succession of social workers and probation officers, ‘It has not made much difference to me whether they have been male or female or Black or White.’ However, he thought the staff at the YOT were ‘down to earth and will also say their minds and let you know if you piss them off.’ For this young person the difficulty laid in his home life, overshadowing the kind of support that he can get from children’s and young people’s services, given his father has been in jail throughout his childhood maturation in addition to his older brothers being periodically incarcerated.

As part of their programme, the YOT regularly took young offenders on a visit to a category C prison to meet and talk to prisoners. At the prison, prisoners were involved in workshops that they held for young people at risk of offending, or already offending, in order to dissuade them committing further offences and ending up in prison themselves.

Through observation of the day and discussions, young people identified their approval of the day but remained unsure regarding the main message – that it only takes one time to get caught and end up in prison. They liked the fact that the people involved in the workshops were ‘genuine’ prisoners and felt that this aspect of the workshops meant that the message was a lot stronger than if anyone from YOT had given it – or indeed anybody who was not in prison.
'Actually going through the main doors and having to put in your phone, keys, wallet etc brought home how little you actually have in there.'

Young person

Prisoners personal accounts of the things they had missed through being in prison such as not visiting family members at their bedside, funerals or weddings, the loss of general dignity in terms of clothes and personal space appeared to make the most impact. Age had some impact in that the young people who appeared to identify more with the stories of the younger male prisoners who were only a few years older then them. Again, ethnic and cultural background was not understood to influence the workshops to any extent but it is interesting to note that the around half the prisoners were black or Asian, which broadly reflected the make up of the attending YOT young people themselves. YOT staff identify that having this diversity was important as a general principle across all services for young people. While all of the group attending the workshop expressed the opinion that they did not want to go to prison, less than half were sure that they would not get into trouble in the future.

11.4.6 Conclusion

Having a diverse workforce is considered important in order to encourage accessibility from all people. However, due to the constantly changing make up of Hillingdon’s population, it is impossible for the local author to make any long term plans to match the children’s workforce with service users. Instead, practitioners have identified when matching aspects of diversity is important, but also the power of diversity mismatching.
11.5 Islington

Key messages from Islington

- Staff in Islington felt that the population of the community was very diverse and they needed to be open to allow any group to access its services.
- It was felt to be very important to involve young people in the decision making about the services that they receive.
- Staff felt that they have difficulty in keeping the diversity debate alive.
- Recognising and nurturing a child’s background was felt to be key in allowing their identity to develop.

11.5.1 Make up of the local authority

In Islington, school aged children are notably more ethnically diverse than the adult population. In secondary schools, 60 per cent of pupils were Non-White compared to 30 per cent of the adult population. This indicates the likelihood of significant challenges in matching the diversity of children’s workers to that of the children they work with. This ethnic disparity between the adults and the school aged children may mean that the adult population of Islington may be expected to become more diverse in future, reducing the challenges of matching ethnic diversity.

Table 24 Ethnic diversity of the Islington population

<table>
<thead>
<tr>
<th></th>
<th>White</th>
<th>Non-White</th>
<th>Black</th>
<th>Asian</th>
<th>Mixed</th>
<th>Other</th>
</tr>
</thead>
<tbody>
<tr>
<td>Adults (%)</td>
<td>70</td>
<td>30</td>
<td>14</td>
<td>4</td>
<td>3</td>
<td>9</td>
</tr>
<tr>
<td>Primary school children (%)</td>
<td>48</td>
<td>52</td>
<td>23</td>
<td>8</td>
<td>12</td>
<td>7</td>
</tr>
<tr>
<td>Secondary school children (%)</td>
<td>40</td>
<td>60</td>
<td>30</td>
<td>11</td>
<td>9</td>
<td>9</td>
</tr>
</tbody>
</table>

Source: ONS and PLASC

The Children’s Services Directorate at Islington Council was more closely matched to the ethnicity of children than the adult population; 58 per cent of children’s services employees are White and 40 per cent are Non-White. The greatest proportion of Non-White workforce is comprised of employees of Black ethnic origin, making up 27 per cent of the workforce.

The proportion of BME employees decreased as pay grade increased. For example, only 18 per cent of employees in the highest grade (P05+) were Non-White while 78 per cent were White. Black employees made up only 11 per cent of workers in this pay grade, whereas they accounted for 25 per cent to 31 per cent of the workforce in the lower pay grades.

Three quarters of the workforce (76 per cent) were female. However the gender balance was more equal at the higher pay grades than at lower pay grades. In the lowest grade, 82 per cent of the workforce is female; whereas 62 per cent were female in the highest grade.
The gender balance amongst the separate divisions within children’s services indicates that those departments in which staff were more likely to have regular contact with children and young people tended to have more female employees. The policy, performance and resources department also had more people at higher pay grades which was also associated with higher proportions of men.

Table 25 Gender balance by division within Islington children’s services

<table>
<thead>
<tr>
<th></th>
<th>Female</th>
<th>Male</th>
</tr>
</thead>
<tbody>
<tr>
<td>Community Education Services</td>
<td>80</td>
<td>20</td>
</tr>
<tr>
<td>Policy, Performance and Resources</td>
<td>59</td>
<td>41</td>
</tr>
<tr>
<td>Children and Families</td>
<td>75</td>
<td>25</td>
</tr>
</tbody>
</table>

Source: London Borough of Islington

In terms of disability, four per cent of the total workforce had indicated that they were disabled. There was no data for diversity of the Islington children’s workforce by age.

11.5.2 Strategy

Children’s workforce

Staff in Islington felt that the local population was very diverse, and that it was important to have a diverse workforce to reflect this.

‘You can’t have a public provider without reflecting that’.

Local authority staff

Generally staff strongly believed that diversity was considered to be ‘part and parcel of everything we do’. For example, whenever a member of staff organised a training course or event, they would consider religious holidays, the location of the training and the type of refreshments that were ordered. Staff felt that,

‘Islington is a borough that embraces diversity, there is a belief that it enriches life, and if we do not work with it then it can become a disadvantage.’

Local authority staff

Islington Children’s Services recently created a new post to address workforce development. The Workforce Development Manager came into position in November 2006, and has spent her time establishing the current benchmark for the local authority and identifying ways in which staff within Children’s Services can develop and progress. For example, training for staff was currently undertaken by four different training teams: early years, young people, children and families and safeguarding children. The aim was to broaden the training in order that all Children’s Services staff trained together,
for example, childminders, social workers, and foster carers receive the same training. Any additional job specific training would then be delivered separately.

Although the current Workforce Plan Children’s Services (2007/2010) did not provide targets for increasing the diversity of the workforce, there were areas highlighted for attention, such as the need to look at options for recruiting young people into the workforce, and to concentrate recruitment strategies on BME staff into senior grades. There were no indications as to how the local authority will address these areas of development.

Islington had an Equalities Working Group which had representatives from each of the key policy areas: Children and Families, Early Years, Council Corporate Unit, and Young People. More recently the group opened itself up to CEA (the company who manage Islington schools) and the Primary Care Trust. The group was established seven years ago and met every six weeks. The main purpose of the group was to help implement the necessary practices to achieve the level 4 accredited Equalities Standard. The group examine the children’s workforce data on a quarterly basis and had identified that there was not an equal progression of staff moving into senior management, in addition, the local authority were finding it difficult to attract young people into the workforce. In order to try and address these issues, the Equalities Working Group want to examine recruitment practices and have asked Human Resources to provide them with equality monitoring forms for all applications in recent years. The Equalities Working Group reports to the Corporate Management Group.

Previously, Islington had a scheme which allowed BME and women staff to go on secondment for up to nine months to work in a different service area. The aim of the scheme was to develop staff to aid their progression. The scheme was stopped a couple of years ago after being challenged by a White male, who also wanted the opportunity for secondment. As a result, staff working on workforce diversity were more cautious when considering positive action initiatives. There was now a scheme in place whereby any member of staff is able to consider secondment to another department for personal development.

Although Islington would like to increase the diversity of its workforce in many posts within children’s services, staff felt that it was also difficult to be selective of applicants. Staff felt that there are a lack of quality candidates in the children’s workforce, and often ‘we have to take what we can get’. This is particularly difficult for London boroughs who are often competing for staff.

There have been times in the past when the local authority had tried diversity matching. When Islington first established the Children’s Asylum Team, there were a large number of Albanian asylum seekers in the area. In order to aid the staff interaction with the children, Islington advertised specifically for Albanian speakers and were inundated with overqualified staff, for example Albanian doctors and other professionals who were looking for a full-time job in
the UK. The profile of children in the local authority has now changed, and so have those working with them, however, the borough had not undertaken any diversity specific advertising since.

Local authority staff had access to Corporate Equality Training which covered general awareness of diversity issues and diversity monitoring. Specific diversity training was delivered to staff who worked in play and youth services and Social Workers.

11.5.3 Working with children

Islington Early Years Service gave all providers an ‘Equality and Diversity: supporting policy and practice’ folder, giving them advice and support with good practice examples on addressing issues of diversity. This folder included a list of local authority staff members who speak different languages who may be contacted in an emergency.

When working with looked after children, the department have responsibility for the child until a permanent home can be found for placement. During that time, the diversity of the social worker working with the child was considered. For example, if there had been domestic violence by a father in a family, then the child may have a fear or mistrust of men. It was therefore often important to try, as much as possible, to ensure a female social worker was available. On the other hand, sometimes working with a male professional can help the child understand that not all men are harmful. Issues were therefore considered on an individual basis. Service users were not asked what needs they had because speed is often of the essence, and there is a fear that asking would raise expectations.

Islington demonstrated a willingness to have children and young people involved in the delivery of its services. In fact, those practitioners working with young people passionately believed that it was inappropriate to run young people’s services without their input. Several projects were discussed where young people were involved in the interviewing of potential staff or were decision makers for the allocation of grants to organisations and societies.

11.5.4 Barriers to addressing diversity

The four main barriers identified by staff in addressing the diversity of the children’s workforce were: financial; accessibility to reliable data; a lack of commitment from senior staff; and keeping the debate alive.

Staff felt that one of the barriers they faced in addressing diversity issues was that of finance. For example, in order to meet the disability strategy, there needed to be a large financial investment to make all buildings accessible for the disabled, money that was not available. Also, there was sometimes a lack of funding to allow staff to attend specialised training courses.
There is a worry that people glaze over when you talk about equality issues."

Local authority staff

The availability of reliable diversity data was felt to be ‘only as useful as the number of people who are filling it in’. For example, people had a choice about whether to declare their diversity and if they had a disability that did not impact on their ability to undertake their job. As a result, staff were not sure how accurate the diversity data was as a true reflection of staff.

Staff raised concerns about a lack of commitment from senior management. Employee forums were set up to allow particular groups to meet and raise any issues or concerns they have, but management would not always allow their staff the time off to attend these forums, particularly if they did not view it to be an issue.

Staff identified a concern that many people think that ‘diversity and equality’ have been on the agenda for a long time and ‘it has been done’. Staff who were working on these issues need to continually keep staff engaged and keep the debate live in order to move it forward.

11.5.5 Projects

In Islington three projects were reviewed:

- Safeguarding Children
- Adoption Services
- Community Active Involvement Service

Safeguarding Children

Islington are aiming to build relationships with communities that were sometimes deemed hard to reach through partnership working with community leaders. With the aim of focusing on four key areas: child trafficking, female genital mutilation, honour-based violence and forced marriage, this project aimed to educate communities on what was considered appropriate behaviour in the UK therefore increasing the safety of children in those communities. The only full-time employee on this project was a White middle-class female. However, the background of the project manager has not impacted on her ability to successfully engage with the communities involved in the work. Much of the work was done in partnership with members of the community and was considered to be key to the success of the project. This has aided gaining access to communities, gaining trust from community members and gaining knowledge of what was considered respectful and appropriate behaviour within the community. Having a member of the community engaged in the delivery of the work was crucial in gaining access, but also ensured that when the intervention was finished, community members had someone to approach to follow up any issues. There were many things that the project manager had
done in order establish a relationship with community groups. This included ensuring her diary was up to date with community events. Attending activities beyond her role has been essential in establish the relationships, building trust and creating networks. In addition, the project manager strongly believed that it was not a 9am-5pm week day job. For example, she has been proactive in organising seminars on particular religious festivals and helping women get the bus and access services outside of their localised world.

It was felt that having a BME member of staff in the position would not necessarily ease access to communities. For example in some cases the project manager would get more respect as a White female from the male Somali community than would be afforded to Black Somali females. This was echoed in discussion with service users and partner agencies, where it became quickly evident that the background of the practitioner to set up the safeguarding sessions, was of lesser importance in terms of impact than the choice of partners and facilitators that the practitioner chose to work with to deliver the safeguarding workshops. For example, in a session attended by Congolese parents, the parents identified that they were attending because of a key link worker, ‘I heard about this sessions through [name] who is the Congolese woman most involved in bringing parents and groups together.’ As identified, it was clear that the presence of the Congolese partner was crucial in ensuring the attendance of parents from the community.

In observation of a safeguarding workshop for Congolese parents, the facilitator delivering the session was herself of Black Caribbean background. In discussion, Congolese parents positively rated the session and the facilitator. They did not feel that it made a big difference that the facilitator was not herself Congolese, though being able to speak the language would obviously make a big difference for those with less developed English language skills. However, as long as somebody in the group could translate, this was not considered an insurmountable problem. Parents identify that for them ‘the most important thing is having somebody who knows the British system and way of doing things. So that she can tell us how things are done over her.’ Nonetheless, the facilitator being Black and female was seen as having an impact, ‘we would not connect in quite the same way with a White woman or a Black man.’ This is because safeguarding has to ensure that informing people about appropriate behaviours does not admonish communities for current or recent practices. Also, females were almost exclusively responsible for childcare within the Congolese community. Having a Black and female facilitator meant that the facilitator was culturally and experientially close enough to be able to give constructive critique to Congolese parents whilst still also being British enough to be seen as having insight into ‘the British ways of doing things’. The link worker with the Congolese community identifies that this situation is a necessary prerequisite at the moment since there are no Congolese professionals currently available to deliver these sessions as yet. One project worker explained,
'We are not at that point of professionalism within the community that there are people who could deliver the sessions. The community has only been here for a relatively short space of time.'

Adoption Services

Adoption services felt that it was important for the development of the child to, where possible, place them with a family who were from the same cultural background as the child. Birth parents were asked if they had a preference on the family they placed the child with, for example a Black or Catholic family. Staff feel that it is important to take their time to find the right family, despite legislation that dictates fairly tight timescales for placing children.

‘Race and religion often form the cultural background of a child, and are therefore key when placing a child.’

Local authority staff

However, sometimes a suitable family from the desired cultural heritage was not found, and they were sometimes forced to open their search to a wider net of possible families. Staff estimate that approximately 80 per cent of children were placed with a family of the same cultural background.

Adoption services, particularly those in London, were often competing for the same parents, namely Black, and mixed heritage families and families for older children where there is often a shortage of parents willing to adopt. Local boroughs in London have formed a consortium whereby they share families of these types in order to make the best match.

Adoption services were constantly trying to access and recruit from a diverse range of communities to ensure they were able to match a child with a family from an appropriate community. Islington Adoption Services were open to potential adopters of all backgrounds, including single parents and same sex couples. They have not had to advertise for same sex couples since so many have self-volunteered. Word of mouth is considered to work well with this community. When there were two or three children from the same cultural background, they often undertook targeted marketing in specific magazines or language newspapers to find families. They would also attended large events for that community and hand out leaflets. Generally advertising is considered to have a layering effect whereby potential parents may see more than one form of advertising before they contact Adoption Services. Adoption services also found themselves undertaking an educational service, as for some cultures there is no formalised concept of adoption. For example, in some communities (particularly in country of origin) an orphaned child may just be taken in and raised as one’s own without the legal placement. This is considered particularly true for African families. In such cases, there was a need for education before members of such communities know what it is they are considering.
Experience will sometimes tell staff that a particular child may be difficult to place due to having a disability or having experienced a difficult childhood. In order to help find the right family for the child, and to demonstrate to prospective parents that they were ‘just a normal child’, Adoption Services make a DVD of some children in order to share with prospective parents.

The Adoption team themselves were fairly diverse covering a range of Black, Asian and White workers, although they only had one male social worker. They felt that having a diverse workforce was important, although diversity alone was no guarantee of meeting the many challenges faced by the Islington children’s workforce. However, they were a service that was trying to attract a mixture of diverse potential parents and felt that it was important for the team to reflect that. In terms of social workers themselves, parents identified that ethnic and cultural background did not make an impact on outcomes for young people that they support. Given their varied caseload, diversity matching was not seen as a viable prospect for social workers and, in any case, trust between young people and practitioners was seen as the most important issue.

As one parent identified,

‘Without trust it’s not possible to work towards positive outcomes for young people and this works irrespective of the background of the professionals working with them.’

This was felt to true in relation to ethnicity, gender, religion, with the potential exception of LGBT young people where some parents could see issues of stigma may operate and LGBT practitioners could help young people address.

In discussions with parents, the commitment to placing children with adopters of similar cultural background is understood, though adopters felt that as long as children were loved and nurtured they would be happy and, perhaps unsurprisingly, express frustration that cultural background can form a barrier to adopting in itself. A common theme for a number of White British parents was that diversity had become increasingly institutionalised by children’s services so that it had become far more important to the service providers than it is with service users, that is the young people and their parents. From the perspective of a potential adoptive parent, diversity becomes less about respecting difference ‘than being used to erect another set of hoops that people have to go through, while losing sight of why those hoops were there in the first place.’

Fascinatingly, one parent identified how her adopted White British daughter had previously been temporarily fostered in a family of Black Caribbean background. The argument here was that since wider society was White British anyway, there is no danger of over-identification with Black Caribbean culture. Also, her foster carers were Black, while living in a largely middle class area that was predominately White. A services manager endorsed this view, and identified that the inverse would not happen except in very exceptional circumstances, if at all. She felt that placing a Black child with a White family
was not something she would advocate. The local authority staff explained that,

‘Be it visible through hair care, skincare, the experience of being in a black family, general self-awareness etc. this tends to be missing from those transracially adopted. These are the elements of culture that White families tend not to be able to provide for children in transracial contexts.’

In line with other findings, age was felt to be an axis that did make an impact on outcomes for adoptive parents (and thus children). However, contrary to other services, older social workers who themselves had children were felt to have a better understanding of adopters situations than those younger social workers who had no children of their own. One parent described it as, ‘It is like having a driving instructor who cannot drive but will assess you on it.’ Age was seen here as a proxy for being more likely to have children in this context, in addition to having a more mature and experienced perspective. As another adoptive parents identified, ‘I’ve found that the older social workers have a better relationship with the young people, they have more time for them and have more experience, often as parents themselves and I think that that makes a difference.’

Children’s Active Involvement Service (CAIS)

The CAIS project started in April 2004 and worked with looked after children in the borough. The service provides young people with an opportunity to feedback on the services that looked after children receive. All looked after children in the borough can get involved, and leaflets were sent out and foster carers and social workers tell young people about the service. CAIS have found that word of mouth is one of the most effective ways of getting young people involved. Approximately 15 young people are involved in the project on a regular basis, however, they often seek the views of other looked after young people through conducting telephone interviews and surveys.

The majority of young people engaged in the service were aged 16-21 years and come from a range of backgrounds, including asylum seekers and refugees. CAIS struggled to engage White children. The project manager felt that this may be because they may have been removed from their family home against their will. They will therefore have a negative opinion about wanting to engage with the local authority. The asylum seeking young people have tended to recognise that they need the help of the department as they were here alone and may have come from countries where people were fighting for democracy and were therefore interested in getting involved here. They were motivated to work in this country and may, in some cases, also feel it will help them with their applications for official status.

The young people’s panel meets monthly, and directs the project through identifying the issues that were of importance to them and consequently setting the agenda for meetings. The main aim was to consider the engagement they
have had with the authorities when they have been looked after, and to consider the ways in which that engagement could be improved. Every three months the Assistant Director of Children and Family Services attends the meetings with his management team to talk with the young people. In addition, the young people run workshops for staff, and interview all potential social workers and managers. One of the issues that has been identified by the project is that the local authority have one team for asylum seekers and another team for young people. Those young persons seeking asylum generally feel that they receive a second rate service in comparison to their peers as some of their entitlements are set by the government at a national level and may differ from what other looked after children have through the department. In addition, in some cases they moved from fostering to semi-independence earlier than mainstream looked after children, adding to the feeling of ‘difference’.

In discussions with those participants on the young people’s panel, it was clear that they felt that the panel’s views and opinions were taken seriously within the council. They identified instances such as being involved in the recruitment of managers and social workers as well as core training, in which they work with people who may not have worked in the social work arena before (using case scenarios) as well as some senior management training.

In terms of their interaction with practitioners in children's services, mostly social workers, young people felt that outcomes did not depend on the background of the person in terms of age, ethnicity and gender. One practitioner believed ‘Age does not matter really, it is individual personality’. In some cases diversity mismatching is deemed as beneficial as long as they display sensitivity to an individual’s background. One young White British person observed how he had only had a Black social worker, but felt he learnt more far from her than other White British social workers in terms of what she had taught him about food and wider culture, issues that he had not learnt from those who were from same ethnic background as himself.

‘You learn so much more when you have people who are not like you as they can’t assume that you know everything already.’

Young person

The young people identify that this issue was more important at a young age. One young person of Somali background observe how he had a White social worker come in on parents day at school.

‘It does not make as much difference when you are older but when you are younger these things do make a difference ‘and people ask ‘is that your mum or dad?’ He feels that you do learn more from being with different cultures, ‘but if you do it too young then you can lose your identity, it’s a fine line.’
Young person

A new post at CAIS is a disability participation officer whose overall aim was to increase inclusion of disabled young people in the borough. As part of this, the officer had established disabled young people’s recruitment panels and has integrated panels for CAIS meetings. The officer conducts individual and group consultations with disabled young people at a local respite centre and young people who access Islington Services in order to get a sense of their needs and views of their service. The officer had set up and co-ordinated young disabled peoples panels for recruitment for all new current staff at a local Respite Centre and various other posts within the Boroughs Disabled Children’s Service. The difference between this and the wider young people work was that the officer was supporting all disabled young people who have access to services rather than just those in looked after care. The officer had also used disabled adult researchers in the field for consultations, by working in partnership with a voluntary organisation who employ adult disabled users to conduct evaluation and monitoring consultations. He felt this sent out positive workforce diversity signals and provided progressive role models for younger disabled people. The officer himself was not disabled and he felt understanding of disability issues and being able to get on with people is an important prerequisite for the work. In terms of other aspects of diversity ‘the variable of disability is the over-riding one of issue here’. However, he identified it could be useful to match practitioners to service users when there may be issues of stigma in relation to community attitudes towards disability.

11.5.6 Conclusion

Islington are doing a lot of work with marginalised groups. In many of the projects, work is being conducted in partnership with members of the communities, albeit young people, Somali women or religious leaders. Good practise has been identified in the establishment of long term relationships and evidence of listening to the needs of the community rather than being purely prescriptive. The local authority is working towards an integrated children’s service. This involves working with practitioners to ensure that a team is built around the child to provide the most appropriate service for the needs of the individual.
11.6 Conclusions of Case Study Research

This section provides the key conclusions drawn from the case study fieldwork.

11.6.1 Recognising diversity

All staff recognised various elements of diversity and felt that it was important to have a diverse children’s workforce. Different elements of diversity are recognised by different staff, with more understanding being demonstrated on the more visible elements such as ethnicity, gender and age.Outlined below are the overall expressed attitudes towards the different elements of diversity.

- **Gender** - many people identified that on a day to day basis, children are mostly surrounded by women. Getting male workers and volunteers within the children’s workforce was considered a real achievement, particularly by projects who were offering mentors. There were numerous expressions of the need to keep hold of any male workers.

- **Age** – age was discussed at both ends of the spectrum. It was felt that young people liked to work with, and were more likely to open up to, workers who were closer to them in age. Strategy and project staff felt that younger staff bring with them new ideas and a fresh set of eyes to the way that something may have been working for many years – or if it has been tried before, older workers may be less likely to try it again. At the same time, older workers can bring experience to service providers that are often dominated by younger staff.

- **Ethnicity** – ethnicity and cultural background has to be acknowledged by professionals, however, it does not dictate the way in which a professional interacts with a child or young person. Issues around language, gender and age were often deemed more important than ethnic background.

- **Disability** – many of the local authorities felt that they should be doing more to integrate disabled workers into their workforce. However, they acknowledged that this is difficult to address as many employees will not have visible disabilities, and may not wish to declare any disability that does not impact on their ability to do their job.

- **Faith** – recognising religious sensitivities was deemed paramount so as not to offend or insult individuals. Partnership working was deemed crucial when wishing to engage with particular faith groups/communities, not only to gain access into the community, but also to gain trust, learn the necessary customs and provide follow up support after the intervention has finished.

- **Sexuality** – sexuality was often the last on the list in terms of addressing issues of diversity amongst the workforce. Moreover, it was considered a sensitive topic, and one which most local authorities were unsure of how to address.
11.6.2 **Strategy**

All of the local authorities recognised that it was important to have a diverse children’s workforce, and all have explored, or are in the process of exploring, where the gaps in their workforce currently lie. It was widely accepted that the children’s workforce was generally dominated by females, and that it is notoriously difficult to entice men into children’s services.

Age was continually highlighted to be a key element of diversity within children’s services. This was in terms of ensuring that there are a range of ages within the workforce, and so that decisions about children and young people were not made by local authority staff who were not engaged with the service user.

All local authorities have a Workforce Strategy which briefly mentions equality and diversity, and equality and diversity strategies were expected to apply to the workforce. However, the majority of local authority staff in the case study areas are not aware of any explicit moves to address the diversity within the children’s workforce. In addition, all local authorities had an Equality and Diversity Strategy Group that meet on a regular basis, the main purpose of which was to ensure all divisions of the local authority are working towards the Equalities Standard.

All local authorities have, or have previously had, employee groups such as BME, disabled and women workers, that met to identify and discuss issues of particular importance to them. However, there was little understanding from senior local authority staff of the agenda or purpose of these meetings, nor any evidence of the impact of these groups and what issues had been addressed as a result. In fact, in one case a group had been consulted, yet the local authority decided to go against their recommendation. It was felt that these groups are essential in ensuring staff consultation, but it was evident that a more structured approach needed to be used in order to ensure their effectiveness.

Anecdotally all staff within the local authorities acknowledged the importance of ensuring the workforce was representative of the service users. However, none of them have specifically identified increasing the diversity of the children’s workforce as a priority. However, in some local authorities, particular groups have been identified as key to engaging the general local authority workforce. Although the different local authorities have highlighted different groups they are keen to attract into their workforce, looked after children appear to be emerging as a key group that many authorities and services are keen to engage.

There was an overwhelming concern that equality and diversity issues have been on the agenda for a long time and there was a danger that some people thought that ‘we have been there, done that’. Staff who work in these issues felt that they were constantly trying to think of ways to keep employees engaged in this ever changing debate. Local authority staff who were working
with, and thinking about diversity on a daily basis, were fearful that other members of the workforce see diversity as a box ticking exercise, and that the exercise was done a long time ago.

‘Moving to a colourblind approach is not helpful. We need to keep diversity issues alive but unfortunately there is a tendency for complacently’.

Local authority staff

Staff are having to be innovative in order to maintain staff engagement in diversity issues, often by labelling it something else.

11.6.3 Projects

All the projects visited displayed elements of good practice in both engaging and sustaining relationships with their service users. All were keen to identify and meet the needs of the service users, and in many cases staff went above and beyond the call of duty to help services’ users on issues outside of the project remit.

In areas of high diversity, service users would often present multiple barriers. It became evident that once a relationship of trust and respect had been established with a staff member, service users would turn to that person for advice and support on many other issues.

The projects visited and the staff interviewed demonstrated various aspects of good practice which had contributed to the successful engagement of service users, without the need for diversity matching. These included:

- **Flexibility** – all services need to be flexible to meet the needs of individuals. This may mean being available outside of 9-5 office hours, or being prepared to meet/work with a service user in a location of convenience to them.

- **Knowledge and networks** – all project staff demonstrated awareness of alternative support and provision that may be of use to the service user. For example, if the particular project was unable to meet all the needs of the service user, staff were able to refer children, young people and/or families to other service provision or networks.

- **Consideration of cultural differences** – it was considered impossible to match the background and diversity of every service user and staff. However, it was also not considered to be crucial in delivering an effective service to children, young people and families. What is important is that consideration is given to the cultural needs of the service user when allocating a key worker or ensuring that service provision is inclusive.

- **Holistic overview** – almost all projects had a holistic overview of the family when delivering services to children and young people. It is
important to recognise the needs of the parents in addition to ensuring the child or young person receives the support they need. Many projects such as the Children’s Centre, Befriending Service and CAIS involved parents as well as young people.

- **Availability of ‘buy in’ support** – many of the projects recognised that they did not always have access to the staff they may require to meet the needs of the service user, but were able to ‘buy in’ support from other services if the need arose. For example, if it was considered vital to have a Black male mentor, then this would be sought where possible.

### 11.6.4 The future

All the local authorities identified a need to increase the proportion of disabled employees both within the children’s workforce, and in the local authority workforce. However, the difficulties in doing this were also acknowledged. Disability, along with sexuality and faith were not always visible, and rely on self declaration. If these do not impact on someone’s ability to undertake their job, then they may be reluctant to make colleagues aware of such elements. This also means that any data collected on these elements of diversity can never be deemed 100 per cent accurate.

All the local authorities identified the lack of visible diversity at senior levels within the local authority workforce. In most cases this referred to either women or BME staff. Some local authorities had previously, or currently have, a scheme positively supporting women and BME staff to progress within their workforce. However, many of the staff involved in children’s services felt this to be exclusionary of other staff who also may wish to progress, and that such schemes should be available to all staff.

It was widely felt that sexual orientation was the newest aspect of diversity to be introduced onto the diversity agenda, and was accepted more in some local authorities than others. Many local authorities recognise that they have no knowledge of the degree of sexual orientation within the workforce, and highlighted the need to conduct a baseline survey to identify what work needs to be done and in which areas of the workforce. However, the same issues were raised with sexual orientation as with disability, that it was not always visible and relies on self declaration, something individuals were not always comfortable in doing.

### 11.6.5 Government support

Having established the importance of diversity within the children’s workforce, local authority staff and project workers were asked what they would like the government do to help them to achieve this. Interestingly many of the same ideas were shared, and can be summarised as:

- professionalising children’s services;
- ensuring guidance issued is consistent and clear; and
provide forums for sharing of knowledge and good practice.

Professionalising children’s services

Children’s services offer a multitude of services delivered by a highly skilled workforce. However, the profile of children’s services is not considered to be equal to other sectors, including teaching. It is widely felt that in recent years the government have focused attentions on recruitment for schools, notably teachers, with mainstream multimedia advertising and training bursaries being made available. One local authority described that when they advertise for a teaching assistant, they are inundated with highly qualified applicants.

Social Worker vacancies were considered not to receive the same calibre of applicants. It was felt that the social care side of the children’s workforce has not received the same level of attention, and doesn’t appear to have the same level of focus from government. One local authority was currently in the process of setting up an electronic pool of those who have applied for teaching assistant positions, but who have a high level of transferable skills and may consider a position within the social care sector of the children’s workforce. It is therefore felt that the government could do more to raise the recognition of the profession.

‘When working with children you need professionals, yet this is not reflected in the status of the profession. There needs to be a cultural shift in the pay and status of the jobs – the government need to put money behind it to raise the status.’

Local authority staff

It was suggested that offering bursaries to help people train and gain their qualifications, as has been done with teachers, would encourage more people to enter into the children’s sector.

In addition, staff felt that the general public need to be educated on what Social Services have to offer and how they can support families. It was widely felt that children’s services has a very negative reputation, and was often viewed negatively as ‘the service that takes your child away’. Many staff felt that people may be reluctant to contact Social Services as they did not understand the variety and depth of support that is available. It is felt that time and money put into raising the profile of the profession by the government would also help in addressing the reputation of Social Services.

Issuing clear and consistent guidance

Local authority staff were often ‘bogged down’ and confused by diversity guidance from central government. Staff felt that the guidance was issued and was updated on a regular basis, therefore changing the goalposts. This leads to confusion and a feeling of always trying to ‘catch up’, rather than setting a target and being able to see it through.
‘They need to issue it and stick to it.’

Local authority staff

In addition, staff indicated that there can be inconsistencies in the guidance issued by different government departments. For example, guidance from one department will ask for the collection of data on a particular area, however guidance from another department indicates that data on that area should not be expected. Staff would like to see evidence that government departments are talking to each other by issuing one set of guidance that all government departments are signed up to.

At the same time, staff were keen to stress that government should not be overly prescriptive with guidance. It was acknowledged that issues are different between and within boroughs, and local authorities need the flexibility to address these differences and those that are particular in their local authority.

It was felt that government needed to issue guidance to schools on recognising diversity in relation to bullying and discrimination. There needed to be a clear zero tolerance attitude that was followed through and the number of incidences related to diversity issues should be recorded. Currently the number of incidences relating to racial bullying are recorded, but not those relating to sexual orientation or faith. Some staff felt that the number of these incidents should be taken into account with Ofsted inspections.

‘Hit them [schools] where it is going to hurt, it is the only way they are going to take notice.’

Local authority staff

Providing forums for sharing knowledge and good practice

Many local authorities felt that they were working to address the diversity within their workforce, but that they were unaware on how they are doing in relation to other local authorities. Some local authority staff would therefore like to see a national benchmark for diversity. Each local authority is looking at their own data, but feel the inability to compare with other local authorities or a national target means they are ‘working blind’.

Many of the London boroughs were dealing with similar issues and they would like to have the opportunity to meet with other boroughs or have regular forums, in order that they can share information, good practice and learn from each other.
12 CONCLUSIONS AND RECOMMENDATIONS

This research has sought to explore the relationship between the diversity of the children’s workforce and the workforces' ability to deliver effective and inclusive services to children, young people and families which result in positive outcomes. This chapter summarises the key findings from the three different phases of the research exploring the relationship between the diversity of the children’s workforce and the outcomes achieved by children.

12.1 Key findings from the literature review

After an extensive literature review of academic papers, government reports and commissioned research, and ‘grey’ literature from university departments, voluntary organisations and NGOs both in the UK and internationally, the literature review discovered that:

- Although equality and diversity issues appear to be of increasing importance and mainstreaming of diversity awareness is beginning to occur through delivery of all services, this is mainly in relation to ethnicity, disability and age. There is a long way to go in terms of gender, sexual orientation, religion and belief.

- There is a distinct lack of evidence which demonstrates a positive link between outcomes and diversity strategies.

- There are mixed results from research exploring outcomes of varying teacher/pupil relationships. In general the evidence points away from there being a connection between teachers’ gender and pupil achievement. However, commentators now agree that social class and ethnic background are more important than gender in educational achievement.

- Parents using services where staff represented their communities tended to have the best experience and most confidence in their service.

- The research literature has identified two aspects which it considered must be addressed: one was training existing childcare staff to ensure they fully understood, and are competent in practising, anti-discriminatory services; the other was attracting recruits into working in childcare from BME communities.

- While having a diverse workforce is an essential part of creating a diverse culture, there is evidence to show that the solution is far more complex than just increasing the diversity of the workforce, moreover includes staff skills, knowledge and experiences.

12.2 Key findings from the national data analysis

Analysis of national data sets was undertaken in order to establish whether there were any statistical links which could be shown between the diversity of
the children’s workforce and the outcomes achieved by children. The analysis identified that:

- While having a diverse workforce in general, service users are more likely to be Non-White than the workforce with the proportions of pupils who are Non-White being significantly greater than teachers.

- The highest proportions of Non-White pupils are in London boroughs, accounting for 21 of the top 25 local authorities (over 45 per cent); this is much the same with looked after children with London boroughs accounting for 23 out of the top 25 (over 42 per cent).

- The lowest proportions are generally in county and unitary local authorities, 19 of the bottom 25 Non-White for pupils (below 4.4 per cent);

- For teachers, the highest proportions of Non-White staff are also in London boroughs though they account for only 11 of the top 25 (over 14 per cent) and relatively fewer of the inner London boroughs make the top 25. The lowest proportions are also county and unitary authorities though more metropolitan districts are among the bottom 25 compared with pupils.

- More Social Services staff are Non-White than teachers, the top 25 are above 31 per cent rising to 63 per cent. Fewer London boroughs are among the top 25, only six.

- One of the key issues limiting data quality across all public services includes the data collected by some agencies which is not reflective of census classifications; there is significant variation between different agencies over how they meet the minimum coding requirements for data; there is incomplete coding of variables and a lack of routine analysis of data outcomes.

12.3 Key findings from the case study review

The case study reviews consisted of local data analysis, and qualitative work with senior local authority staff within children’s services, project staff who were engaging with service users, and interaction with service users or their parents.

The case study areas were chosen because they represented different ratios of Non-White pupils to teachers and degrees of performance. However, the issues that were identified and the barriers that were faced within each of the local authorities were similar. With the exception of Richmond upon Thames who identified that they live in a White area, and this impacts on the way in which the population view Non-White residents, the remaining local authorities all felt that they were dealing with pockets of particular issues.

The review of case studies identified that:
Having a diverse children’s workforce is considered important for children, young people and their families, and for the employees working in children’s services.

Diversity matching is not deemed critical in engaging service users and delivering key services to a wide range of people, rather the experience and skills of the staff members was deemed more important in working with communities and achieving positive outcomes with children.

Ethnicity, gender and age are the aspects of diversity often considered first and foremost because they are visible. Issues were raised about addressing disability, sexuality and faith as they are not always visible and rely on self disclosure.

Although local authorities believe that having a diverse children’s workforce is important, none are taking explicit steps to target particular groups, moreover they are generally trying to increase the diversity of the whole local authority workforce.

12.4 The relationship between diversity and positive outcomes

An extensive review of existing literature identified that although equality and diversity issues appear to be of increasing importance and mainstreaming is beginning to occur, this is mainly in relation to ethnicity, disability and age. This finding was echoed in the primary research undertaken in the four case study areas. Issues of dealing with such elements of diversity as disability, sexuality and faith were raised due to the fact that they are often invisible to others. These latter elements often rely upon self declaration by individuals, something that people are not always comfortable doing, particularly with work colleagues.

Although individuals, including local authority staff, parents and young people feel that it is important to have a diverse children’s workforce, this project was unable to demonstrate a conclusive positive link between diversity strategies and outcomes. Experience and skills of staff members are overwhelmingly felt to be more important in delivering a successful children’s service, rather than establishing a need for diversity matching. In fact, in some cases, diversity mismatching is deemed to be more effective as it challenges the attitudes and behaviours of children, young people and their families.

It is recognised that on a day-to-day basis, children are frequently surrounded by women. The absence of diversity in terms of gender, ethnicity, sexuality, age, faith and disability is felt to impact on the child’s attitude towards others as they become a young adult. It is therefore felt to be important to have a diverse workforce, providing role models from all aspects of life. It is also felt to be important that decisions and planning for the future of children’s services should not be made solely by those who are often disengaged with what is happening on the ground. Not only should there be a diverse senior
management to ensure multiple views are represented, children and young people themselves should be involved in the decision making.

A diverse workforce is also deemed to be important in terms of engaging potential service users. If a service presents one type of person in its workforce, it is felt that this would potentially discourage other people from using the service. In many cases, parents are choosing the service provision for their child, and it is therefore important to be inclusive of all those who may need to access the service.

Finally, staff themselves like to see a diverse workforce for their own personal development within the workforce. However, it is felt that this would be true of any workforce and is not considered particular to the children’s workforce.

12.5 Recommendations

For delivering services:

- Currently, local authority staff have access to generic diversity training when they join the workforce. We recommend that all children’s workforce staff should have access to regular diversity training that discusses when diversity matching and mismatching may be appropriate.

- It is openly acknowledged that the children’s workforce is dominated by women. Steps should be taken to recruit and retain male employees into the children’s workforce. The Government should consider the use of training bursaries to support employees and volunteers in gaining the professional qualifications.

- Many local authorities have employee consultation groups, but are not clear on the most effective way to use these groups for consultation. Guidance should be given to local authorities on ways in which to effectively use employee consultation groups and how to incorporate employees into the strategy development process.

- Establish regional and/or national diversity forums for members of the children’s workforce. This would be an opportunity for the sharing of knowledge and guidance and the dissemination of good practice. The diversity forum could be used as a consultation for the identification of key issues and the development of future guidance.

- Incidents relating to ethnicity and race are currently recorded and monitored within schools and the workplace, yet recording similar incidents associated with faith and sexuality are not required. We recommend that all diversity elements are incorporated into Ofsted inspections.

- Local authorities should ensure that examples of good practice where perceived hard to reach groups have become engaged in services are collated. Practitioners should ensure that good practice case studies should be disseminated amongst their workforce and local community
Conclusions and Recommendations

population on a regular basis. This ensures that the local authority delivers the message that diversity matters, and demonstrates how teams have managed to ensure positive outcomes.

- Multiple volumes of guidance lead to a lack of clarity and sometimes contradictory messages. Government departments should sign up to, and issue one set of guidance on issues relating to diversity.

For further research:

- We recommend that research should be undertaken to investigate the level of compliance with data collection on diversity monitoring of the local authority workforce. This would establish what data is currently collected, the barriers in collecting diversity data and what can be done to ensure local authorities meet with legislative requirements.

- Staff seemed to be more comfortable with issues relating to visible diversity, but less so with disability, faith and sexuality. We recommend that further research is undertaken to explore that ways of ensuring these groups are considered and explore further the impacts of diversity matching for these groups.
ANNEX 1 The Children’s Workforce

For the purposes of this research, in discussion with the client, the following list of occupations was identified to form the children’s workforce.

<table>
<thead>
<tr>
<th>Local Government</th>
</tr>
</thead>
<tbody>
<tr>
<td>Youth Workers</td>
</tr>
<tr>
<td>Child &amp; Adolescent Mental Health Staff</td>
</tr>
<tr>
<td>Connexions Personal Advisers</td>
</tr>
<tr>
<td>Children’s Social Workers</td>
</tr>
<tr>
<td>Educational Welfare Officers</td>
</tr>
<tr>
<td>Education Psychologists</td>
</tr>
<tr>
<td>Foster Carers</td>
</tr>
<tr>
<td>Health Professionals</td>
</tr>
<tr>
<td>Nurses – <em>children’s only</em></td>
</tr>
<tr>
<td>School Nurses</td>
</tr>
<tr>
<td>Health Visitors</td>
</tr>
<tr>
<td>Schools</td>
</tr>
<tr>
<td>Primary School Teachers</td>
</tr>
<tr>
<td>Secondary School Teachers</td>
</tr>
<tr>
<td>Teaching Assistants</td>
</tr>
<tr>
<td>Learning Support Assistants</td>
</tr>
<tr>
<td>Learning Mentors</td>
</tr>
<tr>
<td>Youth Justice</td>
</tr>
<tr>
<td>YOT (Youth Offending Team) Workers</td>
</tr>
<tr>
<td>Drug &amp; Alcohol Misuse Workers</td>
</tr>
<tr>
<td>Voluntary Sector and Residential</td>
</tr>
<tr>
<td>Residential Care Staff – <em>children’s only</em></td>
</tr>
<tr>
<td>Social/Community/Play Workers or Social Carer</td>
</tr>
<tr>
<td>Childcare</td>
</tr>
<tr>
<td>Childcare</td>
</tr>
<tr>
<td>Childminders</td>
</tr>
<tr>
<td>Early years</td>
</tr>
<tr>
<td>Extended schools</td>
</tr>
</tbody>
</table>

**Children’s centres**
Annex 2  CWDC Footprint

The Council has responsibility for addressing the skills, workforce and productivity challenges of a total footprint amounting to around 500,000 (80 per cent employees, 20 per cent self-employed). In addition, it is likely that there are at least 250,000 volunteers in the sector, though accurate estimates are hard to establish. There are some ambiguities over precise definitions but broadly the footprint includes those working in the following roles in delivering services for children, young people and families:

- Managers, their deputies and assistants, and all those working in early years provision in:
  - Playgroups
  - Children’s Centres
  - Day Nurseries
  - Nursery Schools
  - Nursery classes in primary schools
- Registered childminders working in their own homes, or in a variety of settings including Children’s Centres, Neighbourhood and other Nurseries and Extended Schools
- Nannies
- Portage workers (a home-visiting educational service for pre-school children and their families requiring additional support)
- Foster carers, including private foster carers
- Children and families social workers
- Registered Managers of children’s homes, their deputies and assistants plus all residential child care workers
- Family Centre Managers, their deputies and assistants plus all family centre workers
- Day Centre Managers, their deputies and assistants plus all day centre workers
- Outreach/family support workers
- Learning Mentors
- Behaviour and Education Support Teams
- Education Welfare Officers
- Educational Psychologists
- Other therapists working with children
- Connexions Personal Advisers
- Children and Family Court Advisory and Support Service family court advisers
- Lead Inspectors of registered children's services within the footprint
- Support workers in all the above settings
- Volunteers not otherwise covered above
## ANNEX 3 Data Mapping

### Local Authority

#### Characteristics

<table>
<thead>
<tr>
<th>Occupation</th>
<th>Diversity</th>
</tr>
</thead>
<tbody>
<tr>
<td>Teacher</td>
<td>Education, Disability, Gender, Age, Disability (Self-reported)</td>
</tr>
<tr>
<td>Social Worker</td>
<td>Education, Disability, Gender, Age, Disability (Self-reported)</td>
</tr>
<tr>
<td>Nurse</td>
<td>Education, Disability, Gender, Age, Disability (Self-reported)</td>
</tr>
<tr>
<td>Playgroup Leader</td>
<td>Education, Disability, Gender, Age, Disability (Self-reported)</td>
</tr>
</tbody>
</table>

#### Workforce

<table>
<thead>
<tr>
<th>Profession</th>
<th>Characteristics</th>
</tr>
</thead>
<tbody>
<tr>
<td>Primary Teacher</td>
<td>Education, Disability, Gender, Age, Disability (Self-reported)</td>
</tr>
<tr>
<td>Special Needs Teacher</td>
<td>Education, Disability, Gender, Age, Disability (Self-reported)</td>
</tr>
<tr>
<td>Teaching Assistant</td>
<td>Education, Disability, Gender, Age, Disability (Self-reported)</td>
</tr>
<tr>
<td>Learning Mentor</td>
<td>Education, Disability, Gender, Age, Disability (Self-reported)</td>
</tr>
<tr>
<td>School Crossing Patrol</td>
<td>Education, Disability, Gender, Age, Disability (Self-reported)</td>
</tr>
<tr>
<td>Nursery Nurse</td>
<td>Education, Disability, Gender, Age, Disability (Self-reported)</td>
</tr>
<tr>
<td>Playgroup Leader</td>
<td>Education, Disability, Gender, Age, Disability (Self-reported)</td>
</tr>
<tr>
<td>Educational Psychologist</td>
<td>Education, Disability, Gender, Age, Disability (Self-reported)</td>
</tr>
<tr>
<td>Health Visitor</td>
<td>Education, Disability, Gender, Age, Disability (Self-reported)</td>
</tr>
</tbody>
</table>

#### Workforce (2009)

<table>
<thead>
<tr>
<th>Profession</th>
<th>Education, Disability, Gender</th>
</tr>
</thead>
<tbody>
<tr>
<td>Youth Worker</td>
<td>Education, Disability, Gender</td>
</tr>
<tr>
<td>Foster Carer</td>
<td>Education, Disability, Gender</td>
</tr>
<tr>
<td>Drug &amp; Alcohol Worker</td>
<td>Education, Disability, Gender</td>
</tr>
<tr>
<td>Residential Childcare Worker</td>
<td>Education, Disability, Gender</td>
</tr>
</tbody>
</table>

#### Other information

<table>
<thead>
<tr>
<th>Source</th>
<th>Education, Disability, Gender, Age, Disability</th>
</tr>
</thead>
<tbody>
<tr>
<td>DH</td>
<td>Education, Disability, Gender, Age, Disability</td>
</tr>
<tr>
<td>DfES</td>
<td>Education, Disability, Gender, Age, Disability</td>
</tr>
</tbody>
</table>

### Be Healthy

<table>
<thead>
<tr>
<th>Measure</th>
<th>Outcome</th>
</tr>
</thead>
<tbody>
<tr>
<td>% obese</td>
<td>Healthy Lives 2020/21</td>
</tr>
<tr>
<td>% obese</td>
<td>Healthy Lives 2020/21</td>
</tr>
<tr>
<td>% obese</td>
<td>Healthy Lives 2020/21</td>
</tr>
</tbody>
</table>

### Stay Safe

<table>
<thead>
<tr>
<th>Measure</th>
<th>Outcome</th>
</tr>
</thead>
<tbody>
<tr>
<td>% reoffending</td>
<td>Healthy Lives 2020/21</td>
</tr>
<tr>
<td>% reoffending</td>
<td>Healthy Lives 2020/21</td>
</tr>
<tr>
<td>% reoffending</td>
<td>Healthy Lives 2020/21</td>
</tr>
</tbody>
</table>
ANNEX 4 Relationship Between the diversity of the children’s workforces, the diversity of the users and outcomes

Table 26 Relationships between the diversity of the children’s workforces, the diversity of service users and outcomes

<table>
<thead>
<tr>
<th>Outcome theme</th>
<th>ECM outcome measure</th>
<th>Proxy outcome measure</th>
<th>Workforce group</th>
<th>Service user group</th>
<th>Source data</th>
<th>Diversity</th>
<th>Geographic level</th>
<th>Notes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Be Healthy</td>
<td>Obesity in year R (Reception 4-5)</td>
<td></td>
<td>All school children (PLASC)</td>
<td>Analysis of the national childhood obesity data base Jan 2007 Child care and early years workforce survey (2002/3) Or DfES data on the teaching workforce</td>
<td>Ethnicity</td>
<td>SHA</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Obesity in year 6 (10-11)</td>
<td>Primary Schools with reception and nursery</td>
<td>All school children (PLASC)</td>
<td></td>
<td></td>
<td>SHA</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Conception under 18&lt;sup&gt;5&lt;/sup&gt;</td>
<td>Teachers</td>
<td>Women 15-18</td>
<td>Teenage conception 2003</td>
<td>Ethnicity</td>
<td>GOR, some LA&lt;sup&gt;6&lt;/sup&gt;</td>
<td>Conception rates are taken from the</td>
<td></td>
</tr>
</tbody>
</table>

---

<sup>5</sup> This would have been an appropriate measure to use the ethnicity of school nurses. This would only be available by cutting the LFS by SOC to identify nurses, and only selecting those who (according to SIC) work in schools. The overall numbers for this were too low to be reliable, particularly when ethnicity was investigated.

<sup>6</sup> Under 18 conception rates are not available for all local authorities.
Annexes 4 Relationship between the diversity of the children’s workforces, the diversity of the users and outcomes

<table>
<thead>
<tr>
<th>Outcome theme</th>
<th>ECM outcome measure</th>
<th>Proxy outcome measure</th>
<th>Workforce group</th>
<th>Service user group</th>
<th>Source data</th>
<th>Diversity</th>
<th>Geographic level</th>
<th>Notes</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Re-registrations on the child protection register</td>
<td>LA Social services staff7</td>
<td>Children U18 on child protection register</td>
<td>Referrals, assessments and Children and young people on the child protection register year ending 31st March 2004 (DfES)</td>
<td>Ethnicity</td>
<td>LA</td>
<td>registration of births and abortion notifications. Miscarriages and illegal abortions are not included.</td>
<td></td>
</tr>
<tr>
<td>Stay Safe</td>
<td>% U16 looked after for more than two and a half years living in same placement for &gt;2 yrs or placed for adoption</td>
<td>Adoptions of looked after children</td>
<td>LA Social Services Staff</td>
<td>Looked after children (PLASC)</td>
<td>BVPI</td>
<td>Ethnicity</td>
<td>LA</td>
<td></td>
</tr>
<tr>
<td>Enjoy and Achieve</td>
<td>Half days missed through absence</td>
<td>All Teachers</td>
<td>All school children</td>
<td>BVPI &amp; DfES</td>
<td>Ethnicity</td>
<td>LA</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

7 Local authority social services staff can be disaggregated by gender and ethnicity. It is not possible however to identify those who work exclusively with children.
<table>
<thead>
<tr>
<th>Outcome theme</th>
<th>ECM outcome measure</th>
<th>Proxy outcome measure</th>
<th>Workforce group</th>
<th>Service user group</th>
<th>Source data</th>
<th>Diversity</th>
<th>Geographic level</th>
<th>Notes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Level of development reached at the end of the foundation stage, inc. narrowing the gap in 20per cent most disadvantaged areas</td>
<td></td>
<td>Teachers in nursery and reception classes (if available)</td>
<td>All school children (PLASC)</td>
<td>DfES data on the teaching workforce</td>
<td>Ethnicity</td>
<td>LA</td>
<td></td>
<td></td>
</tr>
<tr>
<td>per cent 11yo achieving L4+in Eng&amp; maths incl. floor target</td>
<td></td>
<td>All Teachers</td>
<td>All school children (PLASC)</td>
<td>PLASC DfES data on the teaching workforce</td>
<td>Ethnicity</td>
<td>LA</td>
<td></td>
<td></td>
</tr>
<tr>
<td>per cent 14yo achieving L5+ in Eng, Maths, Science &amp; IT incl. floor target</td>
<td></td>
<td>All teachers</td>
<td>All school children (PLASC)</td>
<td>PLASC DfES data on the teaching workforce</td>
<td>Ethnicity</td>
<td>LA</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Take-up of cultural &amp; sporting opportunities by U16</td>
<td></td>
<td>Teachers After School Clubs (childcare and early years workforce survey 2002/03) Youth workers</td>
<td>All school children (PLASC)</td>
<td>PLASC</td>
<td>Ethnicity</td>
<td>LA</td>
<td>(GOR for after school clubs and Youth Workers) Difficulty in securing outcome data in a national data set</td>
<td></td>
</tr>
<tr>
<td>Outcome theme</td>
<td>ECM outcome measure</td>
<td>Proxy outcome measure</td>
<td>Workforce group</td>
<td>Service user group</td>
<td>Source data</td>
<td>Diversity</td>
<td>Geographic level</td>
<td>Notes</td>
</tr>
<tr>
<td>---------------</td>
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<td>-------------------</td>
<td>-------------</td>
<td>-----------</td>
<td>------------------</td>
<td>-------</td>
</tr>
<tr>
<td>Make a positive contribution</td>
<td>Permanent and fixed period exclusions</td>
<td>Teachers Youth workers</td>
<td>All school children (PLASC)</td>
<td>DfES regional statistics</td>
<td>Ethnicity</td>
<td>LEA (Teachers) GOR (Youth workers)</td>
<td>LEA</td>
<td></td>
</tr>
<tr>
<td></td>
<td>per cent of 16 - 18 year olds not in education or</td>
<td>Teachers Youth workers</td>
<td>16 - 17 year olds</td>
<td>DfES regional statistics</td>
<td>Ethnicity</td>
<td>LEA</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Educational achievement of 16yo LAC compared with peers</td>
<td>Educational achievement of 16yo LAC compared with peers</td>
<td>Teachers LA Social services staff</td>
<td>Looked after children and all school children (PLASC)</td>
<td>PLASC</td>
<td>Ethnicity</td>
<td>LA</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Reduce level of offending</td>
<td>Reduce level of offending</td>
<td>Ethnicity of Probation staff (probation service weighted scorecard)</td>
<td>Key crime figures (ONS)</td>
<td>LA</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Ethnicity not published – only BME. This data may be made available by the probation service. Specific outcome not yet clear.</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

(LFS)
<table>
<thead>
<tr>
<th>Outcome theme</th>
<th>ECM outcome measure</th>
<th>Proxy outcome measure</th>
<th>Workforce group</th>
<th>Service user group</th>
<th>Source data</th>
<th>Diversity</th>
<th>Geographic level</th>
<th>Notes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Achieve Economic well-being</td>
<td>training</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>per cent 19 year olds achieving L2 in NVQ2 or equivalent</td>
<td>Diversity of FE workforce</td>
<td>19 year olds</td>
<td>Ethnicity</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Annex 5  Detailed Methodology

This annex outlines the methodologies undertaken conducting this research.

Quantitative data analysis

The aim of the quantitative data analysis was to establish whether there were any statistical links which could be shown between the diversity of the children’s workforce and outcomes for children.

In order to conceptualise this, outcomes were taken from the Every Child Matters Framework; diversity data on service users and the workforce were sought from a wide range of government data sources (see Annexes 1 and 2).

Having reviewed all the available data sources, they were mapped against each ECM outcome. Statistical analysis required that for each outcome measure, the diversity of the workforce and the diversity of the service user was available at the same geographic level as the outcome data. In order to avoid spurious results, the mapping between outcomes and available diversity data was moderated by an assessment of whether a relationship might be expected.

In order to assess the relationship between diversity and outcomes for children, the divergence in diversity was calculated in two ways. Firstly the ratio of BME workforce to BME service users was calculated, this provides an accurate assessment of the divergence in diversity between workforce and service users. Secondly, the percentage point difference was calculated for the proportion of BEM workforce and service users, this figure gives greater weight to those areas with high diversity, where one might expect diversity matching to have a greater effect on outcomes.

These two measures gave rise to figures which represent the divergence of diversity between the diversity of the workforce and other diversity of service users. These figures were pared with the outcome measure for each local authority and the correlation tested.

Where significant correlations were found, this indicated that there was a relationship between the divergence of diversity and the outcome.

Literature Review

The search conducted for this review has comprised four distinct, yet related, stages. They were conducted in parallel and each has informed the other. In the first place a search of electronic databases is being conducted using a set of ‘keywords’ to identify relevant publications. The databases include COPAC; OLIS, IBSS, ERIC, ZETOC; Intute: Social Sciences; BIDS; INGENTA; REGARD and MIMAS; as well as CERUK and Social Care Online (The search has been based on a combination of search terms stemming from the review question). The second major source of information is government reports and commissioned studies. The third approach has been to search for relevant articles and studies referenced in the bibliographies and references of papers found through the above methods, supplemented by additional web searches. Carrington et al. (2005), for example, was a particularly useful source of references and the work itself provided some of the only evidence of robust research in this area.

Fourthly, a search is also being conducted for unpublished, ‘grey’, literature which has
been produced primarily in university departments, the voluntary sector and by other NGOs. Directors of relevant research centres and organisations have been contacted, as have researchers in organisations and academic departments known to the project researchers. Contact has also been established with a number of practitioners. While this has been primarily to ensure key information / studies / reports are not overlooked it has also elicited invaluable information and support.

The studies were reviewed and assessed to determine the 'weight of evidence' which they provide, the appropriateness of research design for the review question, the relevance of the study for the review question.

Case study analysis

Local data analysis

The local workforce diversity data was obtained from local authorities and has been presented consistent and in a descriptive fashion to provide an overview of the local authority workforce in terms of its diversity.

All local authorities were able to provide some workforce diversity figures, and some were able to give elements of service user data, unfortunately it was not possible reliably to match up any service user diversity directly to the workforce which worked with those individuals.

Qualitative fieldwork

Strategy interviews

At least four in-depth interviews were conducted with senior member of staff within Children’s Services in each local authority. Interviews lasted for approximately one hour. Although topic guides were followed, they were also added to during the course of the conversation depending on the issues raised and the work the local authority had been doing.

Project staff interviews

Through discussions with the local authority, and snowballing, at least four projects were identified within each local authority that had been doing work with or having to consider issues associated with diversity of the workforce. In the first instance, local authority staff identified contacts or projects they felt were appropriate, but snowballing was also used, particularly if a project was not deemed appropriate after an initial interview had been conducted.

Service user engagement

Informal interviews were conducted with service users to gain their opinion on whether having a diverse workforce influenced their engagement. Discussions with parents ranged from a ten minute chat when they were dropping their children off, to more in-depth discussions at picnics. Where appropriate, discussions were also had with children and young people who were engaged in the service. These discussions were held on the premises of the service, mostly with the project staff in another room in order that the children and young people would feel free to talk openly.

In each local authority, at least one group undertook sociometric mapping. Sociometric mapping gives an account of the nature of social networks. The aim was to locate the
relative importance of a diverse workforce against the background of the children and young people’s wider social networks. The sociometric mapping assessed the following dimensions: the most important people in each child or young person’s life (as they perceive them to be), the ethnic background of these people, and the strength and direction of the relationship with each identified person in the map.

A copy of the topic guides are available in annex 6.
Annex 6  Topic guides

**Topic Guide for the case study fieldwork with senior managers and practitioners**

Two research organisations, GHK and ETHNOS, were commissioned by the Department for Education and Skills (DfES) to undertake a project looking at how the backgrounds of people whose jobs involve working with children may influence the outcomes for the children, young people and families they work with. The outcomes we are looking at are those that relate to Every Child Matters, and include average attainment amongst school pupils in your area, or the average level of health they enjoy. Your authority is one of four that we are looking at across England.

Our conversation today will cover some of the services that your authority provides. We are particularly interested in whether the background of the people working in these services makes any difference to outcomes for young people, and if so why this might be. All of this information is extremely useful so anything you can say will be very helpful but if you have any evidence of activities, we would also be interested in seeing this.

Everything we discuss remains confidential and anonymous, and will not be attributed to any individual or area in the reports that we produce. We will pull together the main themes that come out across all the interviews we do in your area and write a report which will be very important in informing DfES on this issue.

In each case, interviews shall be tailored and expanded upon within each area depending on the information available and supplied during the course of the case study/interviews.

In preparation for each interview, the consultant will have acquired and reviewed a range of appropriate documentation, including:

- Children’s Service plans, and the specific policy and strategy documents for each authority
- Project plans
- Available performance data

However, we envisage that additional documentation and data will be identified during the interviews, which will be collected and reviewed as appropriate.
**Interviews with senior managers – strategy and policy**

**Introduction**

1. Introduction:
   - Name of interviewee
   - Job title
   - Brief description of their duties
   - What is your background, prior to being involved in this project? Have you worked on diversity issues before? Personal or professional interest?

2. What does diversity mean to you? How do you define diversity and diversity matching in the context of children’s services?

3. Is a diverse children’s workforce a good idea? If so, why?

4. At what areas or stages of service delivery does diversity matching matter most? E.g. initial contact for service user, or at all levels? What impact do you feel it has?

5. What variables of diversity matter most, e.g. diversity, ethnicity, gender, age etc – and in which circumstances?

6. In your experience, who does diversity matching matter to the most:
   - Clients/service users – for any particular age, gender, ethnicity etc?
   - Parents/carers?
   - Children’s service staff?

7. What have been the key and ongoing diversity issues and areas of interest for the local authority/children’s service areas?

8. Have there been any recent changes in the make up of your local population/service users?

**Policy and Strategy**

9. Where do diversity and diversity issues feature in the authority’s/service’s strategic and policy regime? (Discuss diversity policies/strategies received and reviewed)

10. What is the rationale for their inclusion? Is this based on research, practical evidence and experience, a response to a particular issue, received wisdom etc?
11. What structures/working groups etc. are in place to explore diversity issues? How long have these been established? What have these groups achieved?

**Responding to Diversity Issues**

12. Have the diversity issues identified led to any specific interventions/projects? Are there any specific activities in your area that are working with the issue of diversity? If so:
   - Summarise main features and collect contact details – objectives, rationale, funding, content/coverage, scale of influence and duration of operation
   - What have their impacts been – new services available, changes in take-up, delivery patterns, change in the nature of services, etc (collect evidence, e.g. review reports, data showing change, etc).

How have these approaches influenced outcomes? What would have been the position if these interventions were not in place?

13. What barriers do you face in trying to address diversity issues within the children’s workforce? Have you managed to address these barriers? If so, how?

14. Is there any diversity training available for staff? If so, who provides it and who is the training available for?

15. What data is available on diversity within the children’s workforce? Do you collate any data on the diversity of staff or service users?
   - What data is held, by service, etc?
   - How is this data collected, and how frequently?
   - Are there any barriers to collating data on diversity of staff or service users?
   - How is this data used – what for, for information or applied?
   - To what extent does the authority/do the individual services comply with statutory and other local data collection requirements? What are any barriers to compliance?

**And Finally**

16. What do you consider to be the main issues around workforce diversity within your service area over the next 5 to 10 years? What are their implications?

17. What opportunities exist to improve the appropriateness and effectiveness of children’s services through diversity-focussed interventions?
18. What support/guidance would you like to see from central government in trying to address the issue of diversity? Probe: policy change

*Interviews with practitioners and specific interventions*
(These will vary considerably depending on the nature of the intervention explored.)

*Introduction and Background*
19. Introduction:
- Name of interviewee
- Job title
- Brief description of their duties
- What is your background, prior to being involved in this project? Have you worked on diversity issues before? Personal or professional interest?

20. What does diversity mean to you?

21. How do you define diversity and diversity matching in the context of children’s services?

22. Is a diverse children’s workforce a good idea? If so, why?

23. At what areas or stages of service delivery do you think diversity matching matter most? E.g. initial contact for service user, or at all levels? What impact do you feel it has?

24. What variables of diversity matter most, e.g. diversity, ethnicity, gender, age etc – and in which circumstances?

25. In your experience, who does diversity matching matter to the most:
- Clients/service users – for any particular age, gender, ethnicity etc?
- Parents/carers?
- Children’s service staff?

26. Does the authority offer diversity training for its staff? If so, who provides it and who is the training available for?

*The Project/Intervention*
(Details of the specific project/intervention to be collected and reviewed in advance, to include as available logic models/process maps, statements of aims and objectives, monitoring and performance data)

27. Can you tell me about how the project/programme/initiative came about? E.g. how long has it been running, who initiated the project?
28. Why was the project set up? Was there a catalyst/research that highlighted the need for intervention? What was the rationale and evidence base for the specific ‘diversity intervention’, and the individuals/circumstances that spurred its development?

29. What are its aims and objectives, content and coverage, and intended outcomes of the project?

30. How effectively is the intervention meeting its objectives, and performing in terms of:
   - Service take-up and completion rates
   - Outcomes achieved – across different client groups
   - Wider impacts and spin-off benefits

31. Are you monitoring the impact of the project? What data/information is being collected? Do you collate any data on the diversity of staff or service users?
   - What data is held?
   - How is this data collected, and how frequently?
   - Are there any barriers to collating data?
   - How is this data used – what for, for information or applied, etc?

32. What do you feel would have happened in the absence of the intervention?

33. What barriers have you faced along the way in delivering the service? Have you managed to address these?

34. Does the intervention, or elements of it, represent good practice that could be replicated more widely?

35. What are the key success factors underpinning these examples of good practice, and are there any challenges that need to be considered?

36. Do you currently disseminate and share practical learning/good practice points with others across the authority or beyond? If so, how?

And Finally

37. Do you receive any support/guidance from the local authority/other sources to aid the delivery of the project? If so, what impact does this have?

38. What additional support/guidance would you like to see from central government in order to address the issue of diversity? Probe: policy change
**The Diversity of the Children’s Workforce and its Relationship with Outcomes for Children, Young People and families**

**Discussion guide for parents of BME children and young people**

Two research organisations, GHK and ETHNOS were commissioned by the Department for Education and Skills (DfES) on 27th November to undertake a project looking at how the backgrounds of those people whose jobs involve working with children may affect outcomes for children, young people and families. An outcome can be the average levels achieved at school by children in your area for example, of the average level of health they enjoy. Your area is one of four that we are looking at across the country.

Our conversation today will cover some of the services that you/your children use and what you think of these. We are particularly interested in whether the background of those people working in these services makes any difference to the differing young people that they are working with. All of this information is extremely useful so anything you can say will be very helpful but if you have any evidence of activities, we would also be interested in seeing this.

Everything we discuss remains confidential and anonymous. We will pull together the main themes that come out across all the interviews we do and write a report which will be very important in informing DfES on this issue.
Introduction
GHK/Ethnos
Confidentiality
Invaluable feedback
Speak clearly, one at a time (if group), mobile phones, housekeeping
Round table introductions (if group): name, organisation

Wider context of children’s/ parental services

Broadly, what do you think of the general public services available in your area (such as hospitals, police etc). Public services are those that we pay for through taxation and can include:

- **Business** support services (Business Link etc)
- **Education** (e.g. local schools, children’s centre’s)
- **Environment** (e.g. environmental officers, health + safety)
- Health (e.g. local GPs and hospitals)
- **Housing** (e.g. council housing departments or Housing Associations)
- **Jobs and careers** (e.g. job centre plus)
- **Leisure** (e.g. playgrounds and spaces, youth groups)
- **Policing and public safety** (e.g. the police service, probation service, courts/CPS)
- **Social care and health** (e.g. social workers, looked after children)
- **Transport and streets** (e.g. refuse cleaners)

Do you find public services easy or difficult to contact and deal with?

What do you think of those services that focus on children, young people and their parents? These can include places such as care homes, nurseries, youth services and groups, services for children and young people with disabilities, and parenting groups, as well as more obvious places like schools.

In general, do you feel that children’s services in your local authority understand the diversity of the people that use their services? Has this:

- always been the case
- only happened more recently
never been the case and remains unacknowledged or ignored (explore anything recent local issues that may arise here)?

Generally, do you think that certain children’s and parental services work better for children and young people than others?

− What about services that work better with BME children and young people parents than others? (e.g. probe youth groups, nurseries/Sure Start, parenting groups etc)

− And those that you think do not work so well with BME children and young people better with certain services? (e.g. probe potential negative associations with care homes, youth offending institutes, CAMHS)

− Why do you have these positive or negative associations and where do they come from (first-hand experience, collective community memory, local/national media etc). What kind of impacts do you think these services have on how well children and young people from BME backgrounds do in these services (outcomes)?

What services have you/your child attended recently?

− While we are interested in speaking to you about X service, it could also include youth groups, care homes, schools etc

**Factors important in informing engagement with x service**

Tell me a little bit about how you first came across X service

− Referral

− Advertised

− Poor experience of another service (explore)

− Other

What was your motivation for engaging with this service?

− Recommendation from peers

− Advertised in local community centres

− Referred to by a practitioner

− Child asked if could attend

− other

What do you think of X service (Like, dislike, indifferent)
What are some of the things that you like about X service? That they:

- provide a good quality service/staff
- listen to and understand me
- have staff that are approachable
- have staff from similar ethnic/religious background to me
- have children attending are from a similar ethnic/religious background to my children
- have staff who can speak my first language
- are easy to understand (e.g. communicate in plain, simple and non-technical English)
- advertise the service in places that I know/in ways that I understand/in languages that I speak so that I became aware of it
- ensure services are free/low cost so I can afford to access them
- offer help with travel and mobility issues which mean I otherwise could not engage
- offer the service(s) at times that fits in with my everyday schedule
- Other – group as to whether they are mainstream issue applying for everyone or specific to ethnic/diversity background

Are there any issues that you think could be improved in X service?

Thinking about X service - do you have any comparisons that you can think of to similar services for you and/or your child?

*Exploring how workforce diversity within children’s services impacts on outcomes for children and young people*

In terms of having staff of BME background – are there children’s services where you feel or see there are lots of BME staff? And are there services in which you would you would very rarely see BME people?

Do you feel that this makes a difference in terms of:

- Your children’s enjoyment of these services (i.e. personal)
- You child’s level of attainment within the service, if applicable (any ‘objective’ measurement)
- Your own assurance about how good this service is for your child?
In terms of having staff of similar background to your child in X service how, if at all, do you think this makes a difference to:

- You?
- Your child and his/her outcomes?

Is this about having teachers of the same ethnic (or other) background or it is about having a general representation of BME practitioners (i.e. direct interaction with ethnic members of staff vs psychological security due to generalised BME staff amongst workforce)

How do you think this operates? Is it that BME children and young people:

- feel more at ease with BME practitioners. Is this across all BME groups or specific to your ascribed ethnic/religious group?
- do better work/achieve higher standards since BME push them more
- can see a positive BME role model and so are therefore more inspired to achieve themselves
- can relate better to staff from their own backgrounds
- can communicate if staff member speaks their parental first language/understands their religious background
- other

Or, do you think there is no relationship at all between diversity of the workforce on the one hand, and outcomes for children and young people on the other? Why is this?

**Addressing workforce diversity issues**

If workforce diversity is an issue for you, what do you think can/should be done to address this?

- Proactive recruitment of BME people in particular services (e.g. by training bodies, representative agencies)
- Local recruitment in areas of high BME diversity
- Engagement of local community groups to skill up local BME communities etc
- BME parents to set up their own groups and lobby for issues
- Other
If workforce diversity is not an issue, what other issues do you feel should be focused on to raise attainment for BME children and young people in the services they use?

Thanks and close
Annex 7 References


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