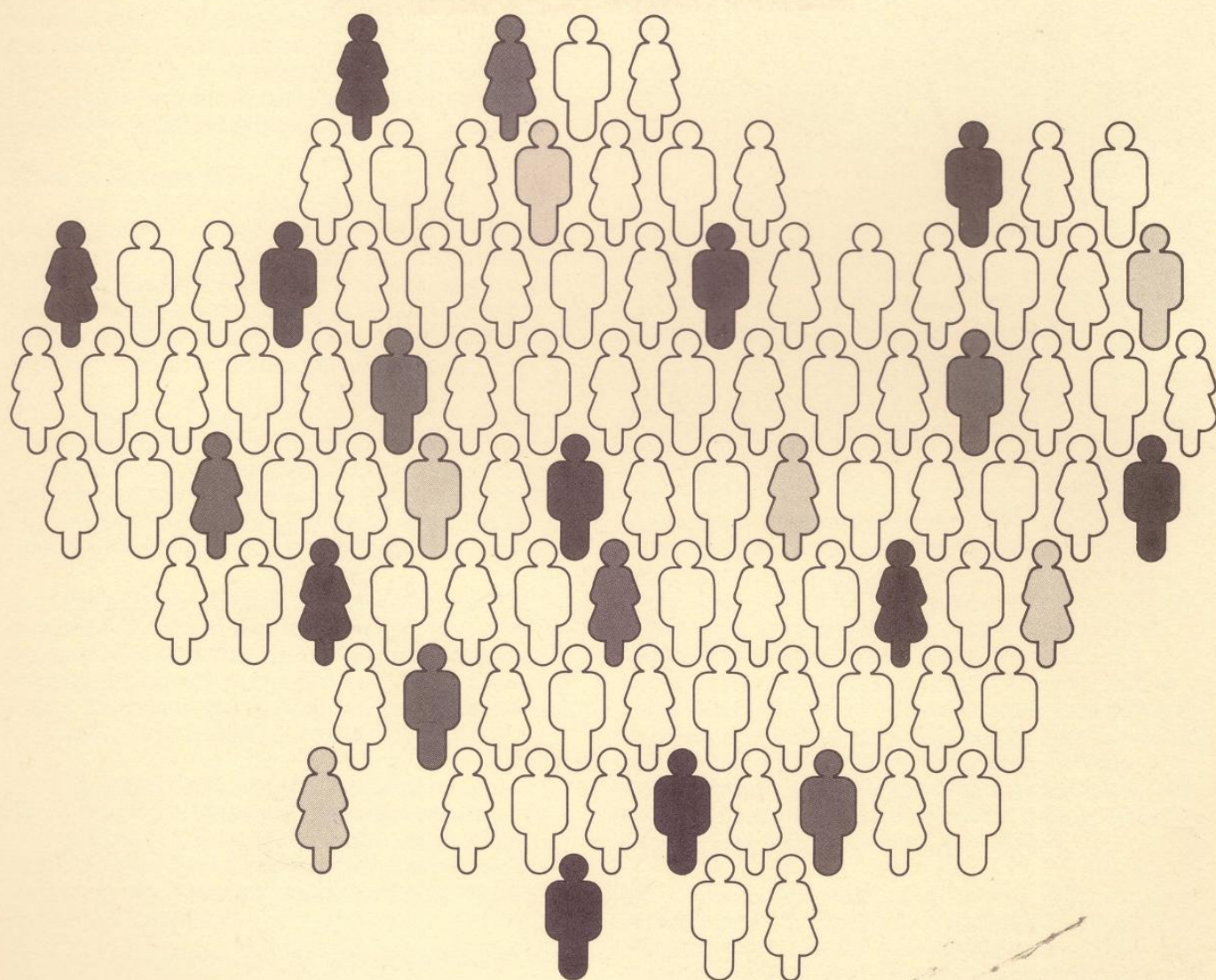


**Section 11 of the Local Government Act,
1966:-
Take up by London Local Authorities for
Non-Educational Uses.**



Ethnic Minorities in London

Introduction

1 Following on from the Postal Survey of the London boroughs' use of Section II of the Local Government Act 1966 which was carried out in December and the early months of this year, as previously reported in *EM 204* and *EM 272*, it was agreed by Committee on 20 June that a composite report on the non-educational use of Section II be prepared to form the basis for consultation with the London Boroughs and other organisations to achieve improved take up. During the course of the Survey several London boroughs expressed interest in a report setting out the results of the survey.

2 A second reason for this report is that grants under Section II are the only funds made available by the Government directly and exclusively for combatting racial disadvantage. The money is not cash limited. The expenditure has risen from £39 million in 1978-79 to £50 million in 1980-81, to around £90 million currently. It is therefore important to provide examples as to how these funds have been used and how they might be used by London local authorities in future.

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Section II of the Local Government Act 1966

Introduction

1 This report provides information for the London boroughs and other interested bodies on the grant available under Section II of the Local Government Act 1966. It describes the current arrangements for administering the grant, outlines the Council's views on how local authorities should develop their use of Section 11, and provides information on current use within London, including examples of different types of posts.

What is Section II?

2 Section II empowers the Home Office to reimburse local authority spending on 'special provision in the exercise of any of their functions in consequence of the presence within their areas of substantial numbers of immigrants from the Commonwealth whose language or customs differ from those of the community.'

3 Grant is currently paid at the rate of 75 per cent. Payments can only be made towards the cost of employing staff (salaries and employers' National Insurance and superannuation contributions), and only staff directly employed by local authorities are eligible. The money is not cash limited.

4 New administrative arrangements for the payment of Section II grant came into force on 1 January 1983. The changes in the arrangements were announced in a Government white paper on Racial Disadvantage (Cmd. 8476) and are set out in detail in Home Office circular No. 97/1982.

5 The main features of the new rules are:-

(a) Abolition of the so-called 'ten year rule' (a ruling limiting 'immigrant' to someone who has been living in the UK for less than ten years). The definition of 'Commonwealth immigrant' has been extended to include:-

(i) all first generation immigrants from the Commonwealth, no matter how long their residence in this country;

(ii) all immigrants from Pakistan who were born in that country before it left the Commonwealth in 1972; and

(iii) all children of the above, whether born in this country or elsewhere, aged 20 or less.

(b) Abolition of the 'two per cent rule' (a ruling that only those local authorities which had two per cent or more Commonwealth immigrant children

on school rolls were regarded as eligible). Information about place of birth available from the 1981 census will, for the next few years, provide the statistical base for applications, but the term 'substantial numbers' will not be defined. The Home Office intends to exercise maximum flexibility in considering applications. Local authorities with localised concentrations of Commonwealth immigrants in parts of their area, but with a small immigrant population overall, may submit applications for just those parts.

(c) Areas accepted as eligible for funding will not be required to submit further justification until five years have passed.

(d) Grant will be available only for applications satisfying defined criteria: the applications must be for new posts expressly designed to meet the needs of Commonwealth immigrants whose language or customs differ from those of the rest of the community, where the individual postholder can be readily identifiable. The post must represent special provision by the local authority; the needs which the post meets are either different in kind from, or the same but proportionately greater than, those of the rest of the community. Approval will be given to all posts that meet the criteria. Proportions of posts can be funded where they represent 20 per cent or more of the postholder's time. Staff seconded to non local authority bodies will not be eligible for support, but posts for staff on detached duty (i.e., not working in local authority premises but still directly accountable to local authority line management) will be considered. Applications will not be admissible if the postholder commences work before the application is received.

(e) Formula arrangements (for non-specific grant in respect of certain types of staff where individual officers cannot readily be identified) are to be abandoned. There will be a transitional period up to 31 March 1984.

(f) Local authorities are 'strongly encouraged' to consult the local Commonwealth immigrant community and the local community relations council about this provision during the review process.

(g) Local authorities will also be asked to show that they propose to monitor the effectiveness of the post.

(h) All new grant aided posts will be subject to a three year (renewable) time limit on the duration of funding.

(i) Existing posts will be subject to review.

6 The changes in the Section II rules have been limited to those which can be made administratively (i.e., without special legislation to change the terms of the 1966 Act). Because of this, other improvements which have been suggested in recent years to broaden the scope of the legislation – e.g., to remove the restrictions to Commonwealth immigrants and to salary costs only and to extend eligibility to voluntary organisations and health authorities – have not been made.

7 On 30 August 1983 the Home Office issued circular 94/1983 which sets out the arrangements for reviewing Section II posts. EM 407 examines this circular and notes the following:

Main Points

(a) The review of Section II grant aided posts covers two types of posts. These are existing posts funded under the arrangements governing Section II to the revised guidelines which came into force on 1 January 1983 and new posts funded since these arrangements came into force.

(b) The main aim of the review is to monitor the expenditure of Section II and to ensure that the funds in question continue to be spent in meeting the special needs of the intended beneficiaries. Where posts no longer meet the Section II criteria grant aid will cease to be given. However, where the criteria are still being met Section II funding will continue.

(c) The review for both existing and new posts will take place in two stages. In the first stage local authorities will be required to reassess their Section II posts to determine whether they still meet the Home Office's criteria for funding. In the second stage, the Home Office will be directly involved in the review.

(d) The reassessment by local authorities of both existing and new posts should be carried out within the context of an authority's general strategy 'for meeting the needs of the Commonwealth Immigrants in its area'. Local authorities are strongly encouraged to consult their commonwealth immigrant community and the local community

relations councils about their provision during the review process.

(e) The report to the Home Office of an authority's reassessment should set out the objectives the Section II posts are designed to meet and the extent to which they are being met. All Section II posts should be accounted for by indicating the number of such posts within an authority, their location and job description. It is recommended that the contents of the review are made publicly available but this is not compulsory.

(f) The review of existing posts should be submitted to the Home Office by 31 March 1984. Section II grant for any post which an authority believes is no longer merited will discontinue on 1 October 1984 or when the postholder ceases his or her duties, whichever is the earlier. For new posts, six months before the end of the three year funding period, the Home Office will remind an authority that it must review those posts.

(g) The Home Office will notify an authority as soon as possible whether Section II funding will continue in line with the authority's reassessment. In some cases, however, the Home Office 'will wish to seek further information about particular posts'. In these circumstances Home Office officials may visit an authority to discuss the review further.

The Council's Role

8 The Council is interested in promoting the use of Section II by London local authorities. To do this, it is making available both information and advice on how the grant can be used, as well as making representations to the Home Office on improvements to the way Section II is administered. In response to the Home Office Circular 97/1982 setting out arrangements for the funding of new posts, and the recent circular referred to above on arrangements for reviewing existing posts, the Council has made two key points, both of which it thinks should be insisted upon by the Home Office in making grants under Section II.

(a) *Race Equality Strategy* – The use of Section II should be seen as part of a local authority's overall strategy aimed at meeting the objectives of the Race Relations Act 1976. Section 71 of the Race Relations Act 1976 places two duties upon local authorities; to eliminate unlawful discrimination and to promote equality of opportunity and good relations between persons of different racial groups.

groups. The Act states that, 'it shall be the duty of any local authority to make appropriate arrangements' to see that their various functions are carried out with particular regard to this duty. The Council's Ethnic Minority Committee has proposed a framework for developing such a strategy which includes assessing needs; deciding structural arrangements for monitoring the impact of service provision; taking steps to avoid discriminatory services; developing positive action plans, some of which could be funded by Section II and deciding the participative role of voluntary groups in the area. Within that strategy, having a clear notion of needs, Section II could be used to broaden the range and number of posts which would be carefully tailored to deliver the kind, quantity and quality of services needed in each area. The proposed reviews of existing and new posts should also be done in the context of local authorities' race equality strategies.

(b) *Consultation of Ethnic Minorities* – Ethnic Minorities in the local authority area should be consulted on both the race equality programme and on the use of Section II funds to establish new posts within the local authority. Local ethnic minority communities should also be involved in monitoring the effects of race equality strategies, policies and programmes and in the reviews of Section II posts.

However it must be noted, that the most recent circular, 94/1983 does not make either of these two recommendations mandatory.

9 The Council, through its Ethnic Minorities Unit, is in a position to offer London boroughs and appropriate local organisations advice on the development of both race equality strategies and consultation programmes.

Uses of Section II

10 Information obtained from Home Office statistics on the overall use within London of Section II has been analysed, as well as that obtained from individual boroughs through a Postal Survey carried out during the Winter of 1982/83. All the London boroughs were approached for information about their use of Section II posts, both current and proposed; whether or not they have or are proposing to have a race relations unit and a race relations strategy; and about the consultations they carry out in relation to Section II posts. Information was received from 21 of the 26 boroughs that make use of Section II. Apart from Ealing, Harrow and Redbridge all the major users of Section II replied.

It is particularly regrettable that these three were unwilling to co-operate with the Survey as each received in 1981-82 large amounts of grant under Section II. Table 1 lists the boroughs according to response and level of grant aid under Section II in 1980-81.

11 Table 2 shows the breakdown of Section II expenditure in 1978-79 for the country as a whole. At that time 85 per cent of expenditure was for educational purposes and 10 per cent was for social service provision. There is no reason to believe that the situation in London was any different. More recently, what is the position in London?

12 Table 3 shows, by borough, the numbers and percentages of usually resident population in households with the head of households born in the New Commonwealth and Pakistan (NCWP). Educational and non-educational expenditure in 1981-82 in the twelve Inner London boroughs and the fourteen Outer London boroughs which received Section II grants are listed. The per capita expenditure for NCWP headed households is derived on a borough basis.

13 The average amount spent per NCWP head of households by boroughs in Inner London for non-educational purposes is £3.36 with a range from £14.80 in Islington to .68 pence in Westminster. Taking into account the £1,552,755 ILEA receives for non-educational purposes, this brings the total in Inner London up to £7.70 per head. In Outer London the expenditure for non-educational purposes per head is less than half, at £3.05. The range in outer London for non-educational purposes ranges from nil in Merton and .04 pence in Croydon to £9.10 in Haringey.

14 Education still, by far, claims the major proportion of Section II funds in London. For purposes of comparison with Table 2, if all the ILEA expenditure is aggregated as 'education' then, as can be seen in Table 4, in Inner London 89% of Section II expenditure is used for educational purposes compared with 83% in Outer London. ILEA receives 47% of the total Greater London Section II grant. However, since so many boroughs now have race equality strategies in the pipeline it may well be that over the next year a different pattern will emerge. Further, if that element of ILEA expenditure is excluded from non-educational calculation, it is apparent that while in Outer London only two boroughs, Waltham Forest and Haringey,

Table 1

Response to Section II Postal Survey:- Boroughs:- replied with information (23)	June 1983 Amount of Grant paid in 1981-82*
	£
Barking	85,015
Barnet	355,277
Bexley	no grant
Brent	2,896,443
Bromley	no grant
Camden	110,764
Croydon	625,659
Greenwich	105,054
Hackney	50,727
Hammersmith and Fulham	31,155
Haringey	2,077,307
Hillingdon	167,575
Hounslow	509,199
Islington	386,277
Kensington and Chelsea	124,285
Lambeth	155,208
Lewisham	29,349
Merton	154,222
Newham	824,920
Southwark	118,000†
Tower Hamlets	102,989
Waltham Forest	1,130,063
Wandsworth	97,849
Boroughs:- replied that there was no useful information to pass on (2)	
City of London	no grant
Sutton	no grant
Boroughs:- refused to give information (3)	
Ealing	2,270,673
Harrow	298,646
Redbridge	323,315
Boroughs:- no replies (5)	
Enfield	221,532
Havering	no grant
Kingston	no grant
Richmond	no grant
Westminster	13,026

* Hansard, Written Answers, 15.3.83, Cols. 88-89.
Amounts are grants paid to the Borough Councils. The
figures are not yet final and are subject to audit.

† Borough Council has claimed this amount from the
Home Office. Response to this claim is awaited.
Information is from Borough's response to Postal Survey.

Table 2

SECTION II EXPENDITURE 1978/79

	£m	%
Liaison Officers	0.15	0.4
Interpreters and interviewing staff		
Clerical staff (for the above)	0.09	0.02
Education staff (including teachers, ancillary helpers and educational welfare officers)	32.86	85.1
Social Workers	0.67	1.7
Children in Care	2.38	6.2
Day Nurseries	0.81	2.1
Environmental Health Officers	0.32	0.8
Others	1.34	3.5
	38.62	100.0

Source: House of Commons Home Affairs Committee,
Race Relations and Immigration Sub-Committee.
Racial Disadvantage: Minutes of Evidence. 5 June 1980.
p. 169, HMSO.

spent over £4.50 per head for non-educational
purposes for each member of NCWP headed
household, in Inner London there were four such
boroughs: Islington, Kensington and Chelsea,
Camden and Greenwich. Based on published data
and that which was collected in the Survey it is not
possible to break down the expenditure in each
borough by specific service areas.

Boroughs' Race Relations Strategies

15 As can be seen from Table 3 there is a wide
disparity among London boroughs' take up of
Section II. Partly this is related to differences in
ethnic minority needs across London, partly to do
with boroughs' political commitment and financial
ability to meet special needs and partly to do with
success in gaining Home Office approval for posts.

16 Home Office Circular 97/1982 which sets out
the revised criteria of eligibility for Section II
funding 'commends' the practice in which Section II
expenditure is seen to be a part of an 'overall policy
for meeting needs of Commonwealth Immigrants'
but it does not make such practice mandatory. It
states that local authorities will be asked to show
that applications for posts 'can be seen in the
context of other provision funded through Section II
and the authority's general strategy in relation to
ethnic minorities'. In the light of this Circular what is
the actual practice of London boroughs in respect
to the development implementation of race
relations strategies in which Section II staff
appointments are seen to be a part?

Table 3
Section II - Amounts paid to London Local Authorities 1981-82 by numbers of NCWP Headed Households

	*Residents in NCWP headed households 1981	†Percentage of usually resident population in household with head born in New Commonwealth or Pakistan	‡Educational expenditure 1981/82 £	‡Non-educational expenditure 1981/82 £	Total Grant paid 1981/82 £	Amount per capita of NCWP headed households		Amount per capita of NCWP headed households Total (incl. ILEA grants) £
						non-educational £	educational £	
Inner London								
Camden	16,303	10.1	nil	110,764	110,764	6.79	nil	37.81
Greenwich	16,519	7.9	nil	105,054	105,054	6.35	nil	37.37
Hackney	49,417	27.5	nil	50,727	50,727	1.02	nil	32.04
Hammersmith	21,441	14.8	nil	31,155	31,155	1.45	nil	32.47
Islington	26,044	16.5	nil	386,227	386,227	14.82	nil	45.84
Kensington	11,161	8.9	nil	124,285	124,285	11.13	nil	42.15
Lambeth	56,071	23.0	nil	155,208	155,208	2.76	nil	33.78
Lewisham	34,463	15.0	nil	29,349	29,349	.85	nil	31.87
Southwark	33,990	16.2	nil	#118,000	#118,000	#3.47	nil	#34.49
Tower Hamlets	27,657	19.8	nil	102,989	102,989	3.72	nil	34.74
Wandsworth	46,490	18.4	nil	97,849	97,849	2.10	nil	33.12
Westminster	18,891	11.5	nil	13,026	13,026	.68	nil	31.70
Borough Totals	358,447	18.96	nil	1,206,633	1,206,633	3.36	nil	34.39
ILEA	358,447	18.96	9,568,791	1,552,755	11,121,546	4.33	26.69	31.02
GLC	945,148	14.3	nil	10,731	10,731	.01	nil	.01
ILEA Borough and GLC			9,568,791	2,770,119	12,328,179	7.69		
Outer London								
Barking	6,063	4.1	79,542	5,473	85,015	.90	13.11	14.01
Barnet	36,465	12.6	324,583	30,694	355,277	.84	8.90	9.74
Brênt	83,023	33.0	1,728,081	368,362	2,096,443	4.43	25.25	29.68
Croydon	37,520	11.9	623,924	1,735	625,659	.04	16.62	16.66
Ealing	69,755	25.0	2,142,286	128,387	2,270,673	1.84	30.71	32.55
Enfield	35,788	13.9	217,821	3,711	221,532	.10	6.08	6.18
Haringey	59,632	29.4	1,535,829	541,478	2,077,307	9.08	25.75	34.83
Harrow	29,761	15.2	267,654	30,992	298,646	1.04	8.99	10.03
Hillingdon	14,790	6.5	114,675	52,900	167,575	3.57	7.75	11.32
Hounslow	33,609	16.9	462,453	46,746	509,199	1.39	13.75	15.14
Merton	17,472	10.6	154,222	nil	154,222	nil	8.82	8.82
Newham	55,334	26.5	679,515	145,405	824,920	2.62	12.28	14.90
Redbridge	24,819	11.0	285,621	37,694	323,315	1.51	14.50	13.01
Waltham Forest	37,122	17.3	868,532	261,531	1,130,063	7.04	23.39	30.43
Totals	541,153	11.7	9,484,738	1,655,108	11,139,846	3.05	17.52	20.57
Outer London NCWP pop. incl. non S. II authorities	586,701							
Greater London Totals	945,148	14.3	19,053,529	4,425,227	23,478,756	4.68	20.15	24.83

* Census 1981, County Report, Greater London, Table 11.

† Census 1981, County Report, Greater London, Table D.

‡ Hansard Written Answers H of C 15 March 1983 cols 88/89.

* Borough has claimed this amount from the Home Office - response from Home Office awaited.

Table 4

	EDUCATION		NON-EDUCATION		TOTALS	
	Amount £	%	Amount £	%	Amount £	%
Inner London	11,121,546	89.15	1,206,663	10.85	12,328,179	100
Outer London	9,484,738	82.55	1,655,108	17.45	11,139,846	100
Totals Greater London	20,606,284	86.11	2,861,741	13.89	23,478,756	100

17 Most notable are the responses from Haringey and Lewisham and to a lesser extent Hounslow. Each has produced strategy statements which are publicly available, the practice 'commended' by the Home Secretary. The strategies indicate a clear commitment to racial equality, the elimination of discrimination and the promotion of good race and community relations. They share a five pronged approach with varying shades of emphasis. First, each is concerned that the services they provide are appropriate and accessible to ethnic minorities. Second, they are committed to equality of opportunity within their own staff employment practice. Third, they are committed to opening up their decision making structures to ethnic minorities. Fourth, in their financing of local voluntary initiatives they are keen that ethnic minority groups are recognised and are given grants. Fifth, in varying degrees they are interested in influencing public opinion in the field of race relations. Some other boroughs are also committed to these broad outlines and their strategies are currently under review, as in Lambeth, Brent, Islington, Hackney and Newham.

18 For the most part, in each of these local authorities, the local strategy plan follows the lines suggested by this Council in EM 43, 'National Funds for Tackling Racial Disadvantage' – 21.4.82. These included assessing needs; deciding structural arrangements for monitoring the impact of service provision; taking steps to avoid discriminatory services; developing positive action plans, some of which could be implemented through the funding of staff under Section II and deciding the participative role of voluntary groups in the area. It is useful to note that eighteen boroughs have thought it necessary to develop a race equality strategy.

Non Education Uses of Section II

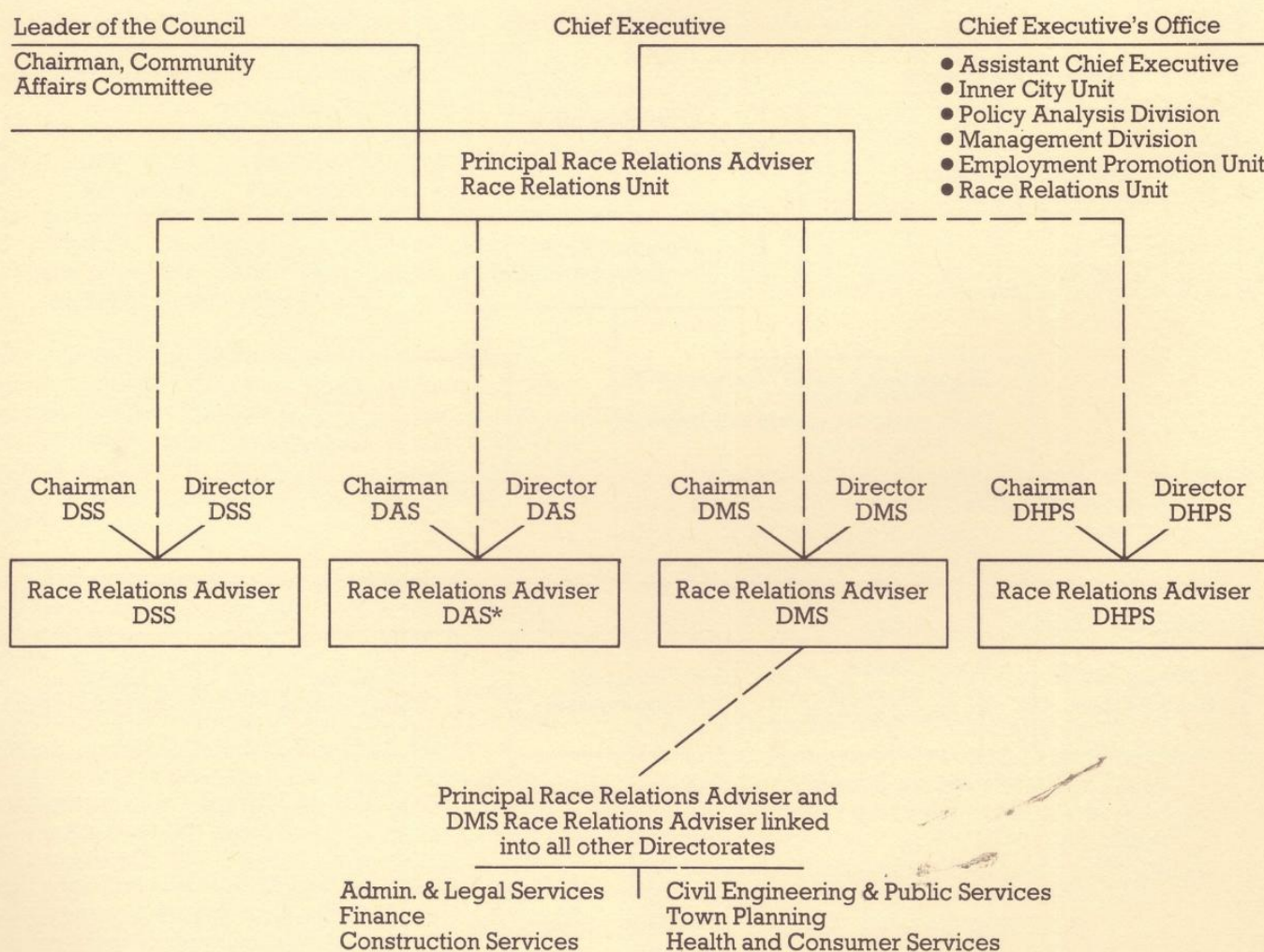
Policy Advisers

19 Increasingly, London boroughs are using Section II to fund policy adviser posts. Some of the boroughs have followed the structure initiated by Lambeth, of appointing a Principal Race Relations Adviser to head a Race Relations Unit based in the Chief Executive's office. (See Diagram 1 for Lambeth's reporting structure). Race relations advisers in other boroughs may be based in other Directorates. Brent (which is the second highest borough recipient in London after Ealing, of Section II grant) decided that its previous approach to Section II was too 'generalist' and that the grant was 'used to increase the resources of the Council rather than to meet the needs of ethnic minorities'. This analysis led them to consider the increase in specialist posts and to consider the reorganisation of the Borough's structure to accommodate these new posts. Diagram 2 shows Brent's proposed reporting structure for its race advisory workers. Both Lambeth and Brent will have roughly similar structures; a central unit with links up to the Chief Executive and down in to the departmental structure so that the Boroughs' strategies and their day to day implementation can be overseen from both perspectives. Both diagrams also show the political reporting structure to Chairs of relevant committees and directly to the Leader of the Council without the necessity of going through the Chief Executive's Office.

20 Another type of Policy Adviser role is one in which the borough has decided against appointing a Central Race Relations Adviser but agreed that there might be scope for individual departments to have advisers. Wandsworth, for example, has decided to have Housing and Personnel Advisers. Lewisham has advisers in Housing and Social Services Departments. Clearly, in such positions the post holders would have difficulties in developing a comprehensive race equality strategy and the reporting structure is consequently simplified. Camden which initially had only departmental advisers now has a Principal Race Relations Adviser and reporting structures and consultation arrangements aimed at overcoming such difficulties.

21 Lewisham's proposals present another position. Currently there are Senior Race Relations Advisers in Housing and Social Services. Of great interest is their proposal, currently under

Diagram 1
London Borough of Lambeth
Reporting Structure for Race Relations Unit and Advisers



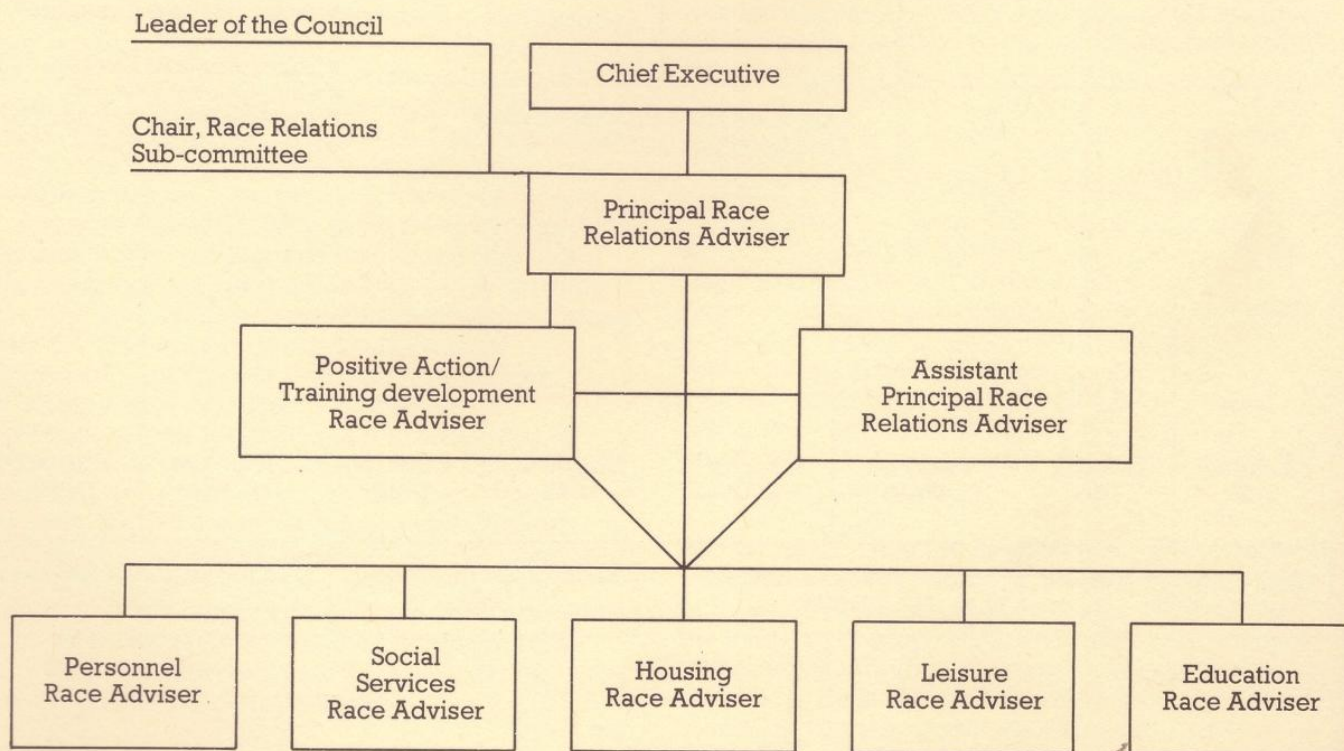
* From 1.8.81.

Source: *The System* Ouseley, Silverstone, Prashar, p.23

Key to Directorates

DAS - Amenity Services
DHPS - Housing
DMS - Management Services
DSS - Social Services

Diagram 2
London Borough of Brent
Proposed Reporting Structure for Race Advisory Workers



consideration to create a specialist central unit in the Chief Executive's department, to develop a coordinated strategy and an overall set of race relations policies. The unit would be part of the existing central policy development and evaluation structure which is in the Corporate Planning Unit. It would include a Training Officer and Equal Opportunities Officer. Both would be Principal Officers. This unit would report to the Corporate Planner and through that post to the Chief Executive. Lewisham suggests that to impose another structure over the existing one, as in Lambeth, and as proposed by Brent:-

'would lose the benefits of inter-action with and support from, other staff' in the Corporate Planning Unit and 'would be to run the risk of having the race relations section in an isolated position without being involved, as a matter of course, in influencing the development of policy generally. Race relations policies are not separate from, nor are they additional to, what the Council does as a matter of course on every other aspect of its operation. They are an integral part of the whole.'

22 Table 5 shows those London boroughs which have senior race relations advisers whose salaries are met through Section II. Other posts, funded by Section II, which are primarily related to advising individual clients rather than providing a policy advisory role are not included (but see paras 23-30).

23 Boroughs are becoming increasingly interested in appointing equal opportunity officers for positive action programmes, training and monitoring. These would be crucial roles in implementing boroughs' race relations/ equal opportunities programmes. Currently six London boroughs, Brent, Camden, Hackney, Haringey, Islington and Lewisham have such posts under consideration. In Camden, for example, Home Office applications have been made for posts connected with the Council's equal opportunity policy for employment. These have twice been rejected by the Home Office, but the Borough will continue its discussions with the Home Office. Since there is clearly a grouping of boroughs all interested in pursuing equivalent policy goals it may be useful for them to combine their efforts.

Table 5

Local Authority Senior Race Relations Advisers in the GLC Area (July 1983) funded through Section II.

Authority	Principal	Housing	Social Services	Arts/ Amenities	Personnel	Total
GLC	x				x	2
Brent	x	x	x	x*	x*	3+2*
Camden	x	x	x			3
Hackney	x	x	x*		x	3+1*
Hammersmith & Fulham	x					1
Haringey	x					1
Islington	x	x	x*	x	x	4+1*
Kensington & Chelsea	x					1
Lambeth	x	x	x	x	x	5
Lewisham	x*	x	x			2+1*
Newham	x	x				2
Southwark	x					1
Wandsworth		x			x	2
Totals	11+1*	8	4+2*	2+1*	5+1*	30+5*

x In post
x* proposed

'Casework' Use of Section II

Social Services

24 Workers in this category spend a majority of their time directly in contact with ethnic minority groups or individuals in order to meet their special needs. These posts are principally to be found within Social Services and Housing departments but they are also in a variety of other settings such as in ethnic arts and libraries. Table 6 shows the boroughs' Section II social services appointments by category of post, existing ones as well as proposals for the future. Of the 150 Social Services post holders funded by Section II in London more than half, 79 are social workers. Many of these social workers are themselves members of ethnic minorities or are particularly familiar with their problems. It is thought that their own backgrounds will better fit them for dealing with the social problems of ethnic minority clients and understanding their cultural differences from the host community.

Table 6**Section II Appointments - Social Services (Inner London)**

	Race Relations Advisors	Social Workers	Community Workers	Liaison Officers	Under 5's/ Youth Workers	Miscellaneous	Proposed Further Appointments	Total
Inner London								
Camden	1		1 Chinese CW 2 Chinese CA's 1 Afro-Caribbean CW 2 Bengali CA's				1 Afro-Caribbean Community Aide 1 Cypriot CW 1 Bengali CA	6(3)
Greenwich		1 Senior		3		1 Day Centre Supervisor		5
Hackney			2				1 R.R. Advisor	2(1)
Hammersmith & Fulham					2 Play/ Language Advisors			2
Haringey				1 Asian Community 3 W.I. Community 2 Cypriot Community 1 Assistant	2 day Care Advisors/ Asian Community			9
Islington		3				1½ Clerical Support	1 R.R. Advisor 1 Personnel Advisory Officer 2 Under 5's	4½(4)
Kensington				1	1 Intermediate Treatment			2
Lambeth	1	1 Worker at school 2 for Asians 1 for recruiting black foster parents			1 Group Worker for black adolescents	1 Race Relations Assistant		7
Lewisham	1							1
Newham		1 Team Leader 32	2		3	½ Clerical		38½
Tower Hamlets		1 Homeless Families 1 Seconded to THCRE		EM Minorities Team 4 1 Clerk		1 Interpreter Seconded THCRE 1 Chest Clinic Interpreter		9
Wandsworth		1 1 Asian 1 (Homefinder)	2	1 SW (link Worker)	1 Admin. Asst. (Childminding Payments) 1 Social Worker 1 Childminding Advisor	2 Senior Practitioners (adolescents) 1 Senior Practitioner (Teenage Fostering) 3 Intermediate Treatment Workers 1 Youth Info. Councillor		16
Totals	3	46	12	17	12	13	1981-1982* (8)*	102(8)

Table 6 (continued)**Section II Appointments – Social Services (Outer London)**

	Race Relations Advisors	Social Workers	Community Workers	Liaison Officers	Under 5's/ Youth Workers	Miscellaneous	Proposed Further Appointments	Totals
Outer London								
Barnet		1 Specialist Worker (Asian)	1 Specialist Worker (Ethnic Minorities)					2
Brent		25	6 Asians 2 W. Indian 2 Neighbourhood Projects				1 Race Relations Advisor	35(1)
Greenwich		1 Senior		3		1 Day Centre Supervisor		5
Hillingdon		1 Community Relations Hospital Worker					2 Community Relations SW Hospital Posts 6 Social Workers for CHE	1(8)
Hounslow		5 for Ethnic Minorities						5
Totals	0	33	11	3	0	1	(9)*	48(9)*
Greater London	3	79	23	20	12	14	(17)*	150(17)*

* Proposed appointments, not yet approved by the Home Office.

25 The second largest category of Section II posts in Social Services departments are community workers. As in Camden and Lambeth many speak an ethnic minority language and are themselves members of an ethnic minority group. Their tasks are to identify the needs of specific ethnic communities and to work with members of those communities to organise action to meet those needs. Often they initiate and develop self-help and support groups. In many circumstances they too can be of assistance to social workers. The community aides in Camden, for example, often act as interpreters or accompany women from ethnic minorities to hospital appointments.

26 The third group of interest is that of liaison officers. There are 20 in London. They may be playing an interpreter's role in the literal sense of acting as translators for non-English speaking clients and also in the sense of explaining what social services are on offer, where they are located and how one gains access to these services as well as to health and housing services. The Ethnic Minorities Team in Tower Hamlets takes on these precise functions and is located in an area, Spitalfields, in which a majority of the residents are from Bangladesh.

27 There are certain more unusual specialised posts within Social Services departments which are funded through Section II. In Greenwich there is an Indian supervisor for a day centre which functions mainly as a venue for elderly Indian clients. Similarly, in Lewisham there is a specialist post of manager of a day centre for elderly West Indians. Also in Lewisham there is a proposal to establish the posts of three childminding officers with Section II funds. It is hoped that this will improve provision for the under 5's, particularly those who are black and at risk. One post of special interest is that of a social worker within Lambeth social services whose job is to encourage the recruitment of black foster parents.

Table 7
Section II Appointments - Housing

	Race Relations — Racial Harassment Adviser	Housing Adviser	Welfare and Estate Officers	Bengali Housing Adviser	Chinese Housing Adviser	Total Section II Appointments	Propose to make further appointments
Inner London Area							
Camden	1			1	1	3	Yes
Hackney	4	2				6	Yes
Hammersmith & Fulham		3				3	Yes
Haringey		2				2	Yes
Islington	1	1				2	Yes
Lambeth	2	3	12			17	Yes
Lewisham	1					1	Yes
Newham		1				1	Yes
Tower Hamlets		1	3*			4*	Yes
Wandsworth	1		4			5	Yes
Totals	10	13	19*	1	1	44	
Outer London Area							
Brent		1				1	Yes
Totals		1				1	
Greater London Totals:	10	14	19*	1	1	45	

Source: GLC Housing Committee: HG 389

*3 GLC posts in Tower Hamlets, See Appendix A

Housing

28 Table 7 shows the boroughs' Section II housing appointments. Of 42 such posts nearly three quarters are either welfare and estate officers or are housing advisers, with clear responsibility to provide a service to ethnic minorities in general. Two of the posts in Camden, are specifically related to work with the Chinese and Bengali communities. It is also interesting to note that Brent is the only Outer London borough which is proposing further appointments while 10 of the Inner London boroughs, which have 41 of the total Sections II Housing appointments, expect to make further appointments in the future.

Libraries and Leisure Services

29 The commonest post in this category is that of Ethnic Minorities or Community Librarian. Posts of Ethnic Arts Officer also occur and in some instances this is combined with the librarian's position. Such is the case in Waltham Forest.

30 Community or ethnic minority librarians perform a variety of functions. Basically, their task is to encourage ethnic minorities, both adults and children, to use the full range of library and information services. They organise the provision of books, newspapers, periodicals and gramophone records in the mother tongue and catalogue these. They also organise learning materials to enable and encourage ethnic minorities to learn English. Other library and arts staff are trained by these librarians to deal with ethnic minorities users of the service. Ethnic Minority Librarians may also be expected to carry out surveys amongst their community to discover which needs and demands exist. Another function is to make books and other materials in minority languages available to those clubs, play-groups, etc., which are mostly used by ethnic minorities. An exceptional angle on the functions of Ethnic Minority Librarians is provided in the borough of Camden. There, the librarian contacts book suppliers in the Indian sub-continent and arranges purchase, shipment and payment for books not available in this country. The present post holder has already visited India to facilitate these tasks.

31 Ethnic Minority Arts Officers perform tasks to relate the provision of cultural opportunities in the borough to the needs of ethnic minorities. They are not found as widely as Ethnic Minority Librarians. The proposed officer in Lewisham for example, would initiate and develop a programme of activities in conjunction with the ethnic communities. The officer would also offer practical support to individuals and groups who participate in the performing arts and would widen the scope of presentation promoted at the concert hall to include more events which would be of interest to ethnic minorities. In addition, it is anticipated that the officer should be able to influence the arts and entertainments policy of the department to ensure that the multi-cultural nature of the community is reflected in the programmes provided. It is also anticipated that the officer appointed in Lewisham will be able to recommend small grants to groups and individuals for the purchase of equipment and materials.

Innovative Uses of Section II

Employment Related Posts

32 There are numerous posts which are related to the provision of job opportunities.

(a) Equal Opportunities Officer

Within the Chief Executive's Department would fall the proposed post of Equal Opportunities Officer in the borough of Hackney. There are Equal Opportunities Officers in several boroughs (see para 22). This Officer would attempt to monitor the equal opportunities policy of the Council in its own employment activities and also seek to ensure that a policy of equal opportunity for ethnic minorities is pursued throughout the borough.

(b) Job Creation Officers

There is a proposal in Lewisham to appoint two Job Creation Officers within the Planning Department. Their duties specifically would consist of developing and operating youth employment schemes with special emphasis on helping the ethnic minorities and providing training opportunities. The Borough has further plans to appoint an Ethnic Minorities Business Development Officer to assist the development of new businesses amongst ethnic minorities. A similar post may be found in Islington in the Borough Employment Office and also in Hackney where the Businesses Liaison Officer (ethnic minorities) is located in the Chief Executive's Department.

(c) Homeworking Officers

A more unusual post, that of Homeworking Officer, can be found in both Islington and Tower Hamlets. In the latter Borough the post is situated in the Environmental Health Department, whilst in Islington it is in the Borough Employment Office. In Tower Hamlets the post requires a Bengali-speaker whose task is to examine the conditions of Bengali homeworking women in the Borough and to seek ways of improving these conditions. This involves visiting the homeworkers to provide information about rights and responsibilities and familiarising the homeworkers about current legislation. The officer also seeks to encourage fairer competition by employers and, if the need arose, seek to establish a form of employment agency service.

Environmental Health Officers

33 In many boroughs, some Environmental Health Officers are partially funded through Section II formula payments which will be phased out in 1984. This is largely on the basis of the number of visits these officers make to premises in multi-occupation. A more specific post has been proposed in Lewisham. Here, it is intended that an Environmental Health (Education) Officer be funded to be responsible for the planning, organisation and co-ordination of a programme of environmental health education in a very wide sense (e.g., in such spheres as food preparation and multi-occupation) with specific reference to the different minority groups in Lewisham.

Translation Service

34 One of the most interesting, useful and innovative services proposed is Haringey's to set up a Translation Service. They make the point that 'the issue of language is not a temporary one' and that we need to 'accept and prepare for a multi-lingual society'. The need was underlined by extensive consultations. It is believed that better communication would improve race relations and equal opportunities. It is seen as essential that the Council has the material it sends out translated into major languages used in the Borough. The proposal is that a pilot translation service should be established in the Chief Executive's Department for three years, to be reviewed. Salaries for staff, and the sessional translators, would be met from Section II. Hackney also has a four person translating and interpreting unit.

Consultation with Ethnic Minorities about Section II

35 Circular 94/1983 states that:-

'The Secretary of State believes that in conducting the review local authorities will need to consider their existing Section II provision in the context of their general strategy for meeting the needs of the Commonwealth immigrants in their areas and in the light of consultation with the intended beneficiaries of the provision. Local authorities are strongly encouraged to consult their Commonwealth immigrant community and the local community relations councils about this provision during the review process.'

36 What have the London boroughs told us of their response to this criterion? This analysis is concerned exclusively with consultations between local authorities and ethnic minority groups about Section II posts and not about general arrangements for consultation that boroughs may have established with ethnic minorities in their area. Consultative arrangements are in a state of flux in many boroughs. The information below was the case early in 1983. When a further review is done it may be found that these arrangements have changed.

37 Three boroughs with well developed consultation procedures are Haringey, Hounslow and Lewisham. In Haringey in the recent past consultations have taken place through an Ethnic Minorities Joint Consultative Committee (EMJCC) which was set up by the Borough as well as with some individual ethnic minority organisations, including the local CRC. The EMJCC consists of elected Members as well as representatives from a large number of different ethnic minority communities. Hounslow's local CRC has been consulted through the Borough's Social Services Advisory Group. The police were also consulted through the Borough's Police Liaison Committee. Lewisham has various groups it consults: its Race Relations Working Party with equal numbers from Lewisham Council for Community Relations (LCCR) and elected Members meet to discuss Borough policies and initiatives including its Section II positions. Various other working parties including a Joint Working Party with Voluntary Organisations have been involved in discussions with the Borough on its race relations strategy.

38 Some boroughs which have in the past had various consultation arrangements are undergoing major policy reviews and their arrangements are currently in the process of development and cannot easily be classified. These include Brent, Hackney, Newham and Camden. In Brent the Race Relations Sub-Committee and the Black Ethnic Joint Consultative Committee of the Education Committee are being re-examined 'in terms of their representativeness or adequacy'. Brent's thinking is that black people must have greater direct involvement 'on all the decision making bodies of the Council'. Brent is also considering establishing other joint consultative committees for all other (in addition to education) Services Committees. In Hackney the process of review includes proposals to establish a Race Relations Sub-Committee of the Policy Committee. One of its key roles 'would be the establishing and developing of relations with ethnic minorities in the Borough'. Newham is aware that it lacks joint working parties and it has also said that the local CRC, which is consulted, is not fully representative. To reach a wider range of black groups the Council has supported the Newham Race Relations Association (NRRA) as a precursor to a new, more fully representative, CRC. It is expected that by December 1984 this NRRA could be handed over to CRE for funding as an independent and new CRC. Further progress has been made by the co-option of two members of NRRA onto the Community Relations Sub-Committee. Camden's response is that currently there is no procedure for consultation but, in future, it is likely that it will be dealt with through the Race and Community Relations Committee, which includes seven co-opted members representing ethnic minority organisations and the Camden Council for Community Relations (CCCR).

39 Nine other boroughs replied to the Postal Survey that they consulted their local CRC as well as ethnic minority groups. Two boroughs consult only the local Community Relations Council and six do not carry out any consultations about Section II.

Conclusions

40 This paper's purpose is to put forward information on the use of Section II in London to encourage take up by the London local authorities. This Council, through its Ethnic Minorities Unit, can offer assistance to local authorities seeking specific information and advice about Section II arrangements, race equality strategy developments, examples of successful applications, experience and examples of successes or failures and making

applications. Already, there have been meetings convened by the Ethnic Minorities Unit involving race relations advisers and ethnic minority specialist workers and this body of experience will prove invaluable for local authorities to consult when developing race equality strategies aimed at utilising Section II. The Council will continue to monitor the use of Section II so that up-to-date information will be available. Appendix A sets out the Council's use of Section II. It should perhaps be pointed out that staff currently dealing with ethnic minority matters that are not funded through Section II are not covered by this report. Such staff exist within the Council and are known to exist within some London boroughs as well, although the numbers and locations are not known.

Appendix A

The GLC use of Section II

1 The GLC has had only limited success in obtaining grant aid under Section II to help implement the Council's race equality programmes. This is not for want of trying. The Home Office and GLC definitions have not always coincided and several posts have not been funded. The successful applications to date are the Principal Race Relations Adviser, three clerical officers, an Administrator, a senior Race Relations and the Equal Opportunities Adviser and their assistants. These posts are all based in the Ethnic Minorities Unit.

2 Additionally, four Community Sports Development posts in the Department of Recreation and the Arts, are under reconsideration by the Home Office for Section II funding, having been rejected on two previous occasions.

3 The other use of Section II by the GLC is in the Housing Department: three liaison officers working with the Bangladeshi population in Tower Hamlets. An important new initiative will be the appointment later in 1983 of staff for a Race and Housing Action Team to work in Tower Hamlets. The make up of the team will be a Race Relations Adviser, a Race Enquiries Officer, and two Ethnic Estates Officers. A Section II application is being made for the team. The three Section II posts currently in the Housing Department will then be incorporated into the team.

LONDON AGAINST RACISM

1984 saw the start of a major drive by the GLC to make people aware of the damaging and divisive effects of racism in London.

The facts of racial disadvantage ought to be well known, but too often people choose to ignore or condone them – especially the way larger organisations perpetuate racism in their structures and practices.

To be effective, the London Against Racism campaign needs your support.

How? Partly by taking part in the programme of anti-racist activities and events, but most importantly by a personal commitment to the campaign – by becoming involved.

- 1** To fight racism in London, this is what we are asking you to do: Recognise that racism runs through all aspects of life in London; not ignore it, condone it, or gloss over it.
- 2** Agree the fundamental right of all Londoners to enjoy a level of *real* equality, justice, freedom and security that currently does not exist.
- 3** Create conditions, at home, at work and in the community that make it impossible for racism to operate.
- 4** Join with all ordinary people in London to fight the disadvantages common to them all.
- 5** Examine, criticise, challenge and change the structures that perpetuate racism in organisations.
Don't sit back and leave it to others. *Your* contribution is vital.

If you want to know more about the GLC's policies and programmes for ethnic minorities, if you have any comments on what has been achieved so far or have ideas on what should be done in the future, then write to: Ethnic Minorities Unit, Greater London Council, County Hall, London, SE1 7PB.



LONDON AGAINST RACISM

GLC

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