

# **All Together Now: A Social Inclusion Strategy for Darlington**

## Contents

	<b>Page Number</b>
<b>1. Context</b>	
• Foreword	3
• Aim	4
• What is social inclusion?	5
• Purpose of the strategy: what factors are driving the process?	6
• Relevant strategies	7
• The national picture	9
<b>2. Introduction to the issues in the borough of Darlington</b>	
• What have we achieved to date?	11
• The Darlington vision: Where do we want to be ten years from now?	13
• Darlington profile	16
• A profile of some of Darlington's communities of interest and identity:	
○ Young People in the Care of Darlington Borough Council	17
○ Those over the age of 85 and those under the age of 5	19
○ People with long term illness	22
○ Disabled people	24
○ Black and Minority Ethnic Communities	26
○ Minority faith groups	28
○ People who are unemployed or receiving a low income	30
○ People with spent criminal convictions	32
○ Carers	34
○ Lesbian, gay, bisexual and transgender people	36
○ Refugees and asylum seekers	38
○ Gypsies and travellers	40
• Unwitting discrimination	43
<b>3. Improving social inclusion performance at Darlington Borough Council</b>	<b>45</b>
• The "theory of change" model	46
• Limitations of the model	48
• Self-assessment and action plan	49
<b>4. Framework for driving change across the wider borough:</b>	
• Headline performance indicators	58
• Action Plan	59
<b>5. Chief Executives' noticeboard</b>	<b>74</b>
<b>6. Conclusion</b>	<b>75</b>
<b>7. Key contacts</b>	<b>76</b>

## **Foreword**

At the heart of local government in Darlington is a commitment to public service and a desire to make a positive difference to those who live, work and visit here.

Our Social Inclusion Strategy has a specific aim that clearly links to this broader commitment. It sets out what we, and our partners, can do to “improve the life chances of those at risk of disadvantage and discrimination” in Darlington.

I am happy to introduce this strategy to you because it explains the complexities that we face in trying to deliver social inclusion. It shows where we are as an organisation in trying to achieve this and identifies what still needs to be done. It is a pragmatic and honest document. One that I hope will help us, and our partners, to see the wood without getting lost in the trees.

I hope that this strategy makes you think again about the people in this borough who are at risk of getting a raw deal from life, and about what we can do to help people to help themselves to improve their lives. The message is all the more poignant when we realise that the vicious circle of helplessness, poverty and social exclusion can flow from the kind of everyday events (the loss of a job, an illness, the dependency of a relative) that can happen to any of us at any time.

The value of this document will be seen in both how it raises the profile of the social inclusion agenda and, more importantly, how it delivers change for the better in Darlington.

Leader of the Council, Councillor Williams

**Aim**

To improve the life chances of those who are experiencing, and those who are at risk of experiencing, discrimination and disadvantage.

## What is Social Inclusion?

Social inclusion refers to the action that can be taken to address the problems of social exclusion. To some extent, social exclusion is a new term for an old concept. It includes what used to be called anti-poverty and social or community development work, but it has the benefit of being broader in scope. Social exclusion is about multiple deprivation. The Government Social Exclusion Unit describe this as:

“a short hand term for what can happen when people or areas suffer from a combination of linked [social] problems.”

There is a whole range of problems that can contribute to causing social exclusion. They will be different for different people in different neighbourhoods. A number seem to recur. These include:

- Unemployment
- Poor educational attainment
- Ill health
- Low income
- Crime
- Poor housing or local environment.

The problem of social exclusion becomes acute when the diverse (yet often interlinked) issues listed above amplify each other and become mutually reinforcing. A complex chain of cause and effect is then set in motion. This can lead to individuals feeling first disempowerment, then disengagement and disenchantment, before finally they can be said to have become socially excluded.

Approaches to tackling social exclusion rely on an understanding of how these chains of cause and effect work.

## Purpose

The purpose of this strategy is to:

- define what social inclusion means
- describe the current context
- establish a vision showing where we want Darlington to be in ten years
- give an assessment of Darlington's current position in relation to progress against the social inclusion agenda
- identify target areas and target groups
- commit Darlington Borough Council and other partners to a programme of action.

When reading the strategy, it is important to distinguish between information about the borough of Darlington and information about Darlington Borough Council. The strategy supports Darlington Borough Council's aim of providing fair access to services for all whilst encouraging the Council and other service providers to prioritise their actions.

## What factors are driving the process?

Social inclusion is a central feature of the Labour government's political and social agenda for the UK. But the problem of social exclusion is not a recent phenomenon. It is one that local authorities have been tackling for many years from a number of different angles. Anti-poverty, neighbourhood renewal and community regeneration are just some of these approaches.

Pressure to deliver improvements in social inclusion is coming from different places. And it is important to remember that this pressure is on the business and voluntary sectors as well as the public sector. The biggest source of pressure is from the Council Tax-paying residents of the borough themselves. The Community Strategy is also driving this agenda and has identified "narrowing the inequalities gap" and "building community confidence" as two of the four key aims to promote inclusive communities. Promoting Inclusive Communities is the third highest priority in the Community Strategy.

Darlington Borough Council *intends* to act in order to meet its commitments to its communities. It *has* to act in order to meet legislative and strategic requirements. For example, the recommendations of the Council's Comprehensive Performance Assessment, the need to produce a Race Equality Scheme and our aim to produce a Neighbourhood Renewal Strategy.

The Local Government Act 2000 describes the "duty of well being" that local government owes to its citizens. This strategy helps Darlington Borough Council to deliver that duty.

## **Relevant strategies**

It is vital that the Council and other partners' work in the above areas is linked and mutually reinforcing. Part of the purpose of this document is to give an overview and explanation of Darlington Borough Council's work in community engagement and community development and to identify some of the common threads.

### Spatial Priorities Strategy

The aim of the document is to provide a geographical interpretation of external funding in Darlington, both current and future.

The document will provide people developing bids with the information to make the appropriate local linkages, avoid duplication and target known funding priorities. The document will also assist with people developing strategies which contain geography specific themes.

A map will be created which will show the following:

- Deprivation - Social Issues Map, Index of Multiple Deprivation, JSU
- Social Exclusion - Concentration of groups at greatest risk of social exclusion
- Current Activity - Existing externally funded programmes
- Eligibility - Status for different funding eligibility
- Priorities - Priority areas for external organisations and funders.

The map will be available electronically and in hard copy. It will also be updated to provide the current picture whenever used.

## Neighbourhood Renewal Strategy

The purpose of this strategy is to provide an approach to tackling deprivation on a neighbourhood-by-neighbourhood basis, even where these neighbourhoods straddle ward boundaries. There is a two phase approach.

Phase 1 includes neighbourhoods in and around:

- Park East
- Central
- Cockerton West
- Eastbourne
- Haughton East

Phase 2:

- Northgate
- Lascelles
- Bank Top
- Lingfield
- Cockerton East
- North Road

Community appraisal work has identified and prioritised needs in target neighbourhoods. The strategy document is currently being drafted.

### Capital Priorities

Local Transport Plan

Local Plan/Housing Strategy

Health Improvement Plan

Crime and Disorder Reduction Strategy

Education Development Plan and Education Inclusion Strategy

Adult Learning Plan

Cultural Strategy

Economic Development Strategy

Social Services Department Service Plan

Community Strategy Action Plan

National Service Framework for Mental Health

Supporting People Action Plan



## The National Picture

Politicians have recognised that poverty persists as a root cause of many social problems in Britain. The government's drive to reduce social exclusion comes from an acknowledgement that the number of children growing up in poverty, suffering from poor educational attainment and, in the long term, lower life expectancy, is unacceptable. In its "Opportunity for All" report in September 1999 the government committed to reducing child poverty by 25% by 2004, by half by 2009, and to eliminate it completely within twenty years.

From these commitments flowed a number of area-based initiatives (for example, Education, Sport and Health Action Zones, Employment Zones, New Deal for Communities, Creative Partnerships, Neighbourhood Renewal Funds, Sure Start etc.), which directed investment into those wards with the worst deprivation.

But the need for local authorities to take a wider view of the problems of social exclusion is evident from the fact that only about 30% of those living in poverty live in the most deprived 10% of wards. Actions designed to improve social inclusion need also to be targeted at the other 70% of those living in poverty. Much deprivation is hidden in wards that, on average, score well in the deprivation indices, but have extremes of wealth and poverty that can be difficult to prove statistically at a sub-ward level. That is why this social inclusion strategy takes a wider look at the issues faced by Darlington's communities of interest and identity.

Some headline national statistics from the Government's Social Exclusion Unit give food for thought. It is surely not a coincidence that:

- 80% of rough sleepers have drug problems (Rough Sleepers Unit, estimate).
- Young people who run away from home are twice as likely to have been excluded from school (The Children's Society, *Still Running*, 1999).
- Most prisoners (56%) are unemployed before sentencing (NACRO, unpublished research).
- Half of all prisoners have poor reading skills, 80% have poor writing skills and just over two thirds have poor numeracy skills (ibid.)

There is an ongoing debate about the scale of the problem nationally. However, it can be argued that less than 1% of the population is affected by the most extreme forms of deprivation. For example, becoming pregnant under the age of 16, sleeping rough, being excluded from school. Around one in ten people could be described as living with significant problems. For example, in 1997, 9% of 16-18 year olds were not in learning or work (SEU, *Bridging the Gap*, 1999), in 2000, 10% of men aged 18-24 were alcohol dependent (SEU *PAT 12 report on Young People*, 2000). Most commentators agree that around one in three of the

population are in some way at risk – around one in three men have a criminal record by the age of thirty (Home Office, *Statistical Bulletin*, 5/7/95) and in 1994/95 a third of children were growing up in what the government then described as “low income households” (SEU, *Bringing Britain Together*, 1998).

Hovering in the background are other statistics which can't be ignored. In 1996 there were four times as many new drug addicts reported to the Home Office as in 1986 (Home Office (Corkery), *Statistics of drug addicts notified to the Home Office, UK, 1996*). Various Home Office sources show that regardless of age, sex, qualifications and place of residence, people from minority ethnic groups are more likely to be poor and to be unemployed.

Government believes that it cannot tackle the problem of social exclusion by itself. It needs to forge partnerships with key partners in local areas to develop solutions to a very diverse set of problems. The Government's Social Exclusion Unit has emphasised that work on tackling social exclusion should focus on

- Providing a clear lead on social inclusion as a cross-cutting issue at a local level.
- Working in a joined-up way.
- Avoiding duplication.
- Long term outcomes rather than shorter term outputs.
- Removing the perverse effects of policies which may give incentives for individuals to become excluded in order to access particular opportunities.
- Developing a bottom-up approach.

## **What have we achieved to date?**

In May 2003, the Council appointed its first Policy Advisor (Social Inclusion) to co-ordinate the improvement of social inclusion, community cohesion and equalities performance across the organisation.

Two new working groups have made good progress. The Strategic Social Inclusion Group, chaired by the Director of Corporate Services, sets the direction for this area of work and is charged with the production of a Social Inclusion Strategy for Darlington. The Social Inclusion Implementation Group delivers projects across the Council and was recently responsible for the production of the Council's first Corporate Equalities Plan and Review document. This document describes the council's commitment and achievements in respect of equalities. It incorporates the Council's Race Equality Scheme.

The Council's work in these areas links strongly to the "Promoting Inclusive Communities" strand of the Community Strategy.

Improvements in the Council's strategic approach to social inclusion have been made hand-in-hand with delivery on the ground. This includes the development of nine community partnerships in some of Darlington's most deprived wards and the allocation of £150,000 of single programme funding to twenty-six community groups in Darlington for capacity-building projects.

On 9th February, 2004, Firthmoor Community Association were handed over the keys to their new centre, Maidendale House. This is the fulfilment of an aspiration from the first community appraisal carried out in 1997.

In March 2004 Level 2 of the Equality Standard for Local Government was achieved. In May 2004, a member training session on social inclusion was delivered. A review of the way we record and monitor racial incidents was launched in July 2003.

An equalities policies review team has been established and has completed work on a third draft of a new Equality Policy.

A Social Inclusion Strategy for Darlington, which will be delivered by Darlington Partnership, was the focus for a consultation programme running from December 2002 to August 2003. Face-to-face consultation was undertaken with groups as diverse as: disabled people and their carers, young people leaving the care of the Council, Darlington and District West Indian Association, the National Association of Gypsy Women, all of the Council's scrutiny committees and the Community Partnerships steering group among many others.

July 2004 saw the completion of four pilot equalities impact assessments. The roll out of a full corporate programme commenced in October 2004.

In August 2004, £27,000 of funding for a corporate social inclusion project was secured: "Information for All" is a visual resource project aimed at those whose first language is not spoken English.

## **The Darlington Vision: Where do we want to be ten years from now?**

The overarching aim of the Social Inclusion Strategy is to improve the life chances of those at risk of disadvantage and discrimination.

Our task is to reduce social inequalities, renew disadvantaged neighbourhoods, protect the vulnerable and ensure equality of access for all members of the community to services and opportunities.

Our expectation is that Darlington Borough Council and other public sector organisations in Darlington will only make decisions about resource allocation after a consideration of the impact of their decisions on socially excluded groups.

Consultation undertaken in 2002 as part of the development of the Community Strategy, tells us that residents want:

- An enterprising and vibrant community that provides opportunity for all and care for those who are vulnerable or in need.
- Fair access to local advice, services and facilities.
- A community that co-operates together and welcomes diversity.
- A better deal for children and young people where they can grow up in a caring environment.

To achieve these things, we need to focus on:

1. Narrowing the inequalities gap
2. Building community confidence
3. Increasing public awareness and involvement
4. Improving access to services

And we need to be mindful of the needs and interests of the following groups, particularly given that they are more likely to suffer “double jeopardy”, that is to say suffer from multiple forms of deprivation, discrimination and disadvantage.

- Those over the age of 85 and those under the age of 5
- People with long term illness
- Disabled people
- Black and Minority Ethnic Communities
- Faith Communities
- People who are unemployed or receiving a low income
- Carers
- People with criminal convictions
- Lesbian, gay, bisexual and transgender people
- Refugees and asylum seekers
- Gypsies and travellers

- Young people leaving care

Of course this list is not exhaustive. There are many others who are also at risk of deprivation, discrimination and disadvantage. For example:

- Those with low educational attainment
- Those suffering from “housing stress”
- Those experiencing mental illness
- Those involved in substance misuse
- Lone Parents.

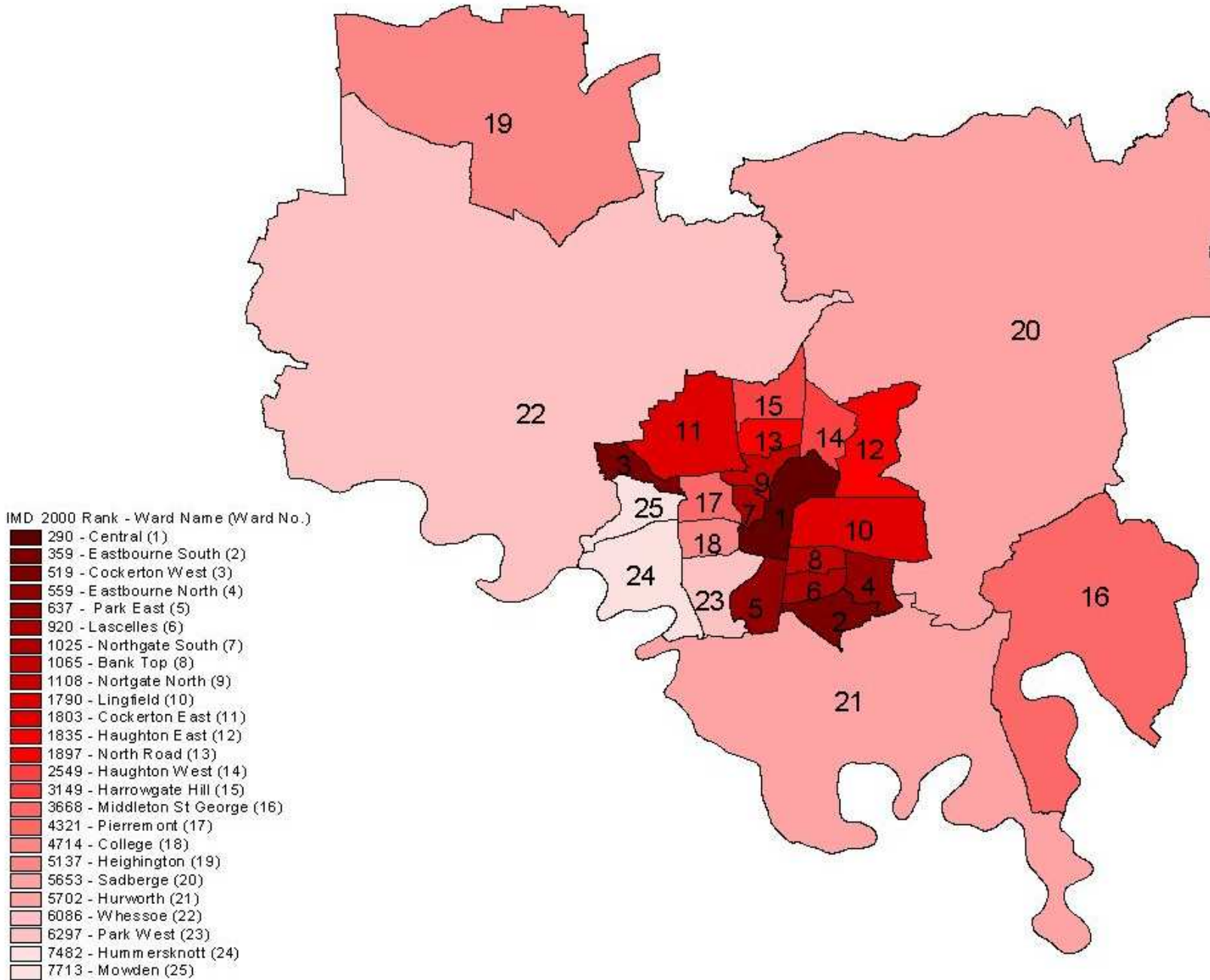
It is hoped that this strategy will deliver improvements for these people too, but it does not prioritise their needs above others because these people have other more specific strategies and policy documents which address the particular causes of their vulnerability in more detail than this document can.

The Strategic Social Inclusion Group (who produced this document) are aware that a prioritisation of those with particular needs may read as an exclusion of those with other needs. This is not the intention. This strategy prioritises the groups above because it feels that they are the people whose life chances stand to benefit most from a strategic, multi-agency approach to social inclusion.

The “cut-off” ages for younger and older people are, to an extent, arbitrary. They were developed out of a recognition that those at the beginning of their life and those at the end of their life are likely to be at a higher risk of social exclusion.

The map below uses the government's Index of Multiple Deprivation to show the extent and type of deprivation within Darlington's wards before some boundaries were re-drawn last year. Darker colours indicate higher levels of deprivation. The map shows deprivation according to a number of factors: income; employment; health and disability; education, skills and training; housing; geographical access to services.

Mapping using 2004 wards and data is not yet available.



## Darlington Profile

Located in the North East of England, Darlington is a compact Borough covering an area of approximately 198 square kilometres (76 square miles) and a population of around 98,000 of whom 85,000 live in the town itself. The River Tees and North Yorkshire lie to the South, the former coalfield areas of County Durham to the North and Teesdale to the West. The land to the Eastern side of Darlington is made up of the boroughs of Stockton, Middlesbrough, Redcar and Cleveland and Hartlepool, who along with Darlington make up the Tees Valley Sub-Region.

Darlington is the second smallest borough in the Tees Valley in terms of population. However, although its immediate catchment area is relatively small, over a million people live within twenty miles of the town and almost 1.8 million within thirty miles. There are also over a million people of working age within 30 miles of the town centre.

The majority of Darlington was constructed following the Second World War with only 44% of the borough's 44,880 dwellings existing prior to 1945. House prices in the borough are relatively high in the sub regional context but unsurprisingly well down on those experienced in the South. Average prices for properties in the borough in 2003 are as follows:

House Type	Average Price		
	Darlington	North East Region	Great Britain
Terraced	£68,691	£56,070	£107,707
Semi Detached	£103,483	£77,541	£127,943
Detached	£175,587	£149,372	£222,307
Flats	£99,295	£65,575	£142,551

As with most areas in Britain, the vast majority of employees in Darlington (79%) work in the service sector. Levels of traditional industries such as manufacturing and construction have fallen dramatically over the past 25 years.

The overall picture of employment in Darlington is one of a relatively productive economy in terms of the number of jobs, yet one that produces very low wages for women in comparison to its neighbours. The following table demonstrates the low unemployment / low wage level issue. Unemployment figures are for 2003/4, wage figures for 2002/3.

Unemployment	Darlington	North East Region	Great Britain
Male	4.9%	5.2%	3.8%
Female	1.5%	1.6%	1.4%
All	3.2%	3.4%	2.6%
Average Weekly Wages	Darlington	North East Region	Great Britain
Full Time - Men	£438.50	£437.80	£525.00
Full Time - Women	£298.50	£347.30	£383.00
Full Time - All	£390.80	£402.10	£475.80



## Young People in the Care of Darlington Borough Council

### *Context*

A Looked After child is one who is in the care of the local authority on either a voluntary basis or through the provisions of a care order. Darlington Borough Council had one hundred and forty-five young people in its care on 31st March, 2004. This figure includes those living in residential homes provided by the Council, those in foster care and, in some cases, children who continue to live at home with their parents. 80% of these children live within the borough of Darlington.

Of all the Looked After children, fifty-seven of these were identified as care leavers: thirty-four males and twenty-three females. The Council maintains contact with all but seven of these people.

In Darlington during 2001/2, only 44% of young people who were looked after in their seventeenth year were engaged in education, training or employment at age 19. This compares to an English national average of 46%. Also, only 25% of young people leaving care aged 16 or over had achieved at least one GCSE at grade A\*-G or a GNVQ. For England as a whole this figure is 37%.

It is for those reasons that the Council's work with these young people will focus on developing their social skills, removing barriers to employment, achieving economic inclusion and raising achievement.

Darlington Borough Council's aims as a corporate parent in respect of their Looked After children are clear:

- To ensure the stability of the children and young people's placements.
- To help children and young people maintain contact with their natural families.
- To maximise their educational attainment.
- To support them in accessing training/employment/education.
- To ensure proper access to health services – particularly Children and Adolescent Mental Health Services.
- To promote healthy lifestyles and access to leisure opportunities.
- To provide a safe environment.

### *Highlights*

- Every Looked After child has an allocated social worker. Each young person leaving care has a personal advisor, with whom they agree a pathway plan. This is focused on improving their life chances in the future.

- The Social Services Department performs well on providing stable placements for those in its care and provides excellent support and intervention for Looked After Children with regard to mental health services.
- The Social Services Department maintains strong links with Supporting People and the Connexions service.
- Last year twelve young people leaving care were involved in a summer activity programme which, for ten of them, led to an Open College Network level one qualification in their chosen subject.

### *Issues*

- Substance misuse service provision for this group could be improved.
- More could be done to improve the education, employment or training prospects of these young people.
- Improving these prospects is linked to an improvement in the educational attainment of Children Looked After.
- Need to increase the number of children who are placed for adoption

### *Actions*

- The implementation of agreed protocols in relation to catering for the accommodation requirements of young people leaving care is vital in the future. Ensuring that these people have fair access to housing provided by registered social housing landlords is important too.
- A reduction in the number of “out of borough” placements will help people to stay in touch with their support networks.
- The development of supported lodging schemes as a bridge to independent living needs further work.
- Work with Connexions on Employment, Training and Education opportunities.

## People over the age of 85

### *Context*

Already, nearly one fifth of the population in Darlington is over retirement age, and this number is set to grow. There are 1% more older people in Darlington than the national average. The numbers of people aged between seventy-five and eighty-four years is stable, whereas the number of people over eighty-five is growing. In 1991, there were 1,562 people over the age of eighty-five, this compares to 1,986 in the 2001 census (a growth rate of over 27%).

By 2021, 41% of the population will be aged fifty or over.

The GOLD Integrated Strategy for Older People in Darlington questioned three hundred and fifty people, using a variety of formats. A number of things emerged as being of central importance to older people in the borough:

- Being independent and remaining active
- Taking an interest in things
- Knowing the right help is available if needed
- A good diet
- Good mental and physical health
- Company
- The family.

The vast majority of respondents indicated that GP and hospital services and transport became more important issues as they got older.

### *Highlights*

GOLD (Growing Older and Living in Darlington) is about “working towards a brighter future for older people”(GOLD website). GOLD strives “to provide opportunities for all older people to have access to, and participate in, their community as useful and respected citizens, and to fully enjoy their social and leisure activities and interests”.

GOLD offers older people various opportunities to become involved with the improvement of services in Darlington if they wish.

### *Issues/problems*

With regard to health/ impairment, it is expected that in Darlington there will be particular challenges around meeting the needs of older people with general mental health problems, dementia, multiple sclerosis and learning difficulties.

Older people themselves see a lack of good public transport and a lack of affordable and convenient gardening, cleaning and laundry services as particular problems in the borough.

Agencies involved in the provision of services for older people in Darlington are aware that they need to do more to involve older people in helping them to shape service provision. However, consulting effectively with some socially isolated older people (perhaps those with mobility problems, severe health problems, distinct communication needs) remains a problem common to most local service providers.

### *Actions*

- Representatives from GOLD and other organisations providing service to older people locally are currently trying to establish the feasibility of running a time-limited project which will establish a contact network of all older people in Darlington (via a managed database), and which will also facilitate better inter-agency working. Initial consultation on this idea should be completed by March 04.
- GOLD to review the way it engages with those older people who are “harder to reach”. This work to be linked to the review of the corporate consultation strategy.

## **Those under the age of 5**

### *Context*

The under fives population in Darlington is shrinking. This is part of a national trend. In the 2001 census, there were 5,696 children under the age of five in Darlington. This compared to 6,502 in the 1991 census.

However, the number of young people eligible for support from Darlington’s Sure Start programme is growing. There is a modest but notable increase in the number of under fives from a Chinese background.

### *Highlights*

Active Sure Start programmes in Darlington are aiming to give the best start in life to children from some of the borough’s most disadvantage wards. There are approximately three hundred and fifty live births in Sure Start areas each year. Innovative partnership working is at the heart of the agency’s mission, which includes raising aspiration in disadvantaged families, increasing breastfeeding rates as a way of reducing childhood illness and personal and social development problems, and improving the quality of antenatal services.

### *Issues*

Darlington's under fives continue to be characterised by their very poor dental health and low breastfeeding rates. More positively, parents in Sure Start areas seem keen to improve their skills. Positive Parenting and Information Technology courses are popular, and many parents have been linked into the Open College Network. The Working links Scheme gives parents of Under 5s help with CVs, skills development and references.

Ensuring free access to childcare is an ongoing issue in Darlington, as is the provision on high quality outdoor play spaces.

### *Actions*

- The development of two static railway carriages at the Darlington Railway Museum to transform them into a Learning Station for children and adults from Sure Start areas.
- To make Darlington town centre a “breastfeeding friendly” environment.

## **People with long term illness**

### *Context*

Darlington's Director of Public Health's Report, Health Check 2003, shows that in Darlington more than the expected number of people (compared to national averages) die from cancer, coronary heart disease, bronchitis and emphysema, stroke, chronic liver disease and accidents. It is fair to conclude therefore that more people in Darlington than would be expected are living with the symptoms of some of these conditions.

Darlington's Primary Care Trust works to improve health across the whole population but recognises that it should focus on improving the health of our most deprived communities fastest otherwise it runs the risk of worsening inequalities in health.

It is important to remember both that many disabled people are in good health and that it is possible to have serious long term illness without showing any evidence of an impairment.

Unhelpfully, census data conflates the figures for disabled people with those who have a long term illness. According to this data there is, in Darlington, a slightly higher than average percentage of people who stated they had a long term illness, health problem or disability which limited their daily activities or work (20.4%, compared to a national average of 18.2%).

The reason that this conflation doesn't help is that many disabled people find the medical model of disability insulting. This model describes the disabled person as someone who needs help. They are "suffering an illness" and can be "cured". It is insensitive towards many disabled people who are managing conditions that cannot be medically treated.

### *Highlights*

- Partnership working to help people to stop smoking is being delivered in Darlington's most disadvantaged areas.
- A new purpose-built mental health facility at West Park is due for completion by October 2004.
- Darlington Doorstep Walks are helping people to walk their way to a healthier life
- Darlington PCT and Darlington Borough Council's Social Services Department jointly commissioned an extra 15 beds to deliver intermediate care (short-term, targeted rehabilitation), helping people to return home after being in hospital.

- Darlington PCT is one of the only areas in the country to offer a new blood test for heart failure.

### *Issues*

- More needs to be understood about the complex chains of cause and effect that lead to and grow from ill health. The challenge is to think more carefully about allocating resources between interventions that prevent illness and those that cure it.
- Obesity is a growing public health problem in Darlington.
- More needs to be done to ensure effective local delivery of the National Service Framework for Mental Health.
- How can Darlington PCT change the way that health services are delivered to children and young people in order to better serve those with the greatest need?

### *Actions*

- DBC and Darlington PCT to work with Darlington Partnership to deliver a programme of action that delivers improvements in respect of the wider determinants of health.
- Develop healthy lifestyle services targeted at those who are obese and have related disorders.
- Develop a Primary Care Mental Health Strategy to ensure that mental health remains a key priority for development.
- To further the development of Children's Centres in areas of Darlington where people are often less healthy than those in other areas.

## Disabled People

### *Context*

According to census data, there is, in Darlington, a slightly higher than average percentage of people who stated they had a long term illness, health problem or disability (this includes mental, physical and sensory impairment) which limited their daily activities or work (20.4%, compared to a national average of 18.2%). Various national statistics, interpreted by Darlington Association on Disability (DAD) in their Disability Equality Training Information Pack show that disabled people are eight times more likely to be out of work. They are twice as likely to have no qualifications. 94% of people with learning difficulties do not choose with whom they live.

### *Highlights*

Darlington Association on Disability is a registered charity. It “is an organisation led by disabled people that exists to promote independence and choice for disabled people” (DAD website). It supports disabled people and their carers by providing support, information and direct services. DAD works to tackle specific issues affecting local people in Darlington and voices the concerns of disabled people at a regional and national level. DAD has also been instrumental in developing an understanding of the social model of disability among service providers in Darlington.

DAD is an example of good practice with regard to promoting independence and choice for disabled people.

Other examples of good practice in Darlington include:

- Darlington Borough Council’s work on educational inclusion, which is ensuring that fewer children need to travel outside the borough for their education.
- “Positive about Disabled People” two ticks symbol recently re-awarded to Darlington Borough Council.
- Darlington Borough Council’s work with the Access Interest Group on improving physical access to Central Library, Crown Street.

### *Issues*

DAD’s strapline, “breaking barriers”, is a good summary of the work that still needs to be done in Darlington. Although progress has been made in all of these areas:



- There is a lack of fully accessible transport.
- There is a lack of dropped kerbs for wheelchair/pushchair footpath and road access.
- Some public buildings and many children's play areas remain inaccessible for disabled people.
- The reception points of many public buildings do not have correctly communicated "access" information.
- Many service providers lack an understanding of the social model of disability, and of what kind of things are acceptable with regard to make reasonable adjustments to the needs of disabled people.

### *Actions*

Increase awareness and understanding of the social model of disability within Darlington. Other benefits will flow from this.

## Black and Minority Ethnic (BME) Communities

### Context

Comparative data from the 1991 and 2001 censuses below shows that the BME population in Darlington is growing.

Resident population (%)	1991	2001
White	98.5	97.9
Mixed	New category in 2001	0.6
Asian or Asian British: Indian	0.5	0.4
Asian or Asian British: Pakistani	0.1	0.1
Asian or Asian British: Bangladeshi	0.2	0.3
Asian or Asian British: Other Asian	0.1	0.1
Black or Black British: Caribbean	0.1	0.1
Black or Black British: African	0.1	0.1
Black or Black British: Other Black	0.1	0.1
Chinese or Other Ethnic Group	0.4	0.4
<b>Figures do not add up to 100% due to rounding to one decimal place</b>		

The number of people from BME groups is over one third larger now than in 1991, although the introduction of a new category on the census may at least partly account for this growth. The category of “mixed” is meant to include all those who consider themselves to be of mixed ethnicity.

The three wards with the highest proportion of the BME population are as follows:

1. Northgate (9.5%)
2. Central (3.8%)
3. Park East (3.4%)

BME groups make up 2.4% of the population of the North East, compared to 9.1% of England as a whole.

### Highlights

There is an active Race Equality Council in Darlington: The County Durham and Darlington Race Equality Council exists to:

- Promote and work towards the elimination of racial discrimination and to promote equality of opportunity and good race relations.

The DDCREC provides:

- Support for local authorities, local businesses, the police and other agencies in developing equal opportunities policies and procedures.
- Support for BME community groups and individuals.
- A link into the network of ethnic minority groups in Darlington and County Durham.

Another example of good organisational practice in Darlington includes Darlington Borough Council's Race Equality Scheme which can be viewed on the Council website at [www.darlington.gov.uk](http://www.darlington.gov.uk)

### *Issues*

Mandeep Thandi's 2002 report, Update on Ethnic Minority Research in Darlington, analysed fifty-eight responses to a survey about the needs of the BME community. 84% of respondents did not have English as their first language. A number of findings are worth highlighting.

- More than a third of respondents experienced great difficulty in communicating with public sector service providers.
- Over half the respondents thought they had been treated less favourably by public sector service providers because of their ethnicity.
- 64% of respondents had not heard of the CDDREC.
- Over half of respondents said they would like help in understanding IT.

### *Actions*

- Avoidance of unwitting discrimination in the public sector.
- Better provision for those whose first language isn't English.
- Try to secure higher profile locally for both the CDDREC and the Commission for Race Equality.
- Extend targeted training provision for BME community.

## Minority faith groups

Census data shows that 80.1% of people in the North East claim to be Christian compared to the national average of 71.7%. This makes the North East the region with the highest proportion of Christians in England. The picture in Darlington is similar in this regard

Religion	%
Christian	79.8
Buddhist	0.1
Hindu	0.1
Jewish	0.0
Muslim	0.6
Sikh	0.3
Other religions	0.2
No religion	11.4
Religion not stated	7.5

The significant percentage of census respondents who chose not to state their religion obscures the true number of followers of particular minority religions.

Legislation is now in place outlawing discrimination on the grounds of religion or belief means that the culturally sensitive issues, which can arise in the adherence to any religion, will soon have to be taken more seriously by employers.

The establishment by the Home Office of a Faith Communities Unit underlines the importance of inter-faith work as being significant to advancing community cohesion. Obtaining funding to develop work in this area is difficult since many trusts exclude “religious activity” and many religious groups may find lottery funding unacceptable on ethical grounds.

Interfaith Network UK conducted a survey in 2003, which showed that in the UK most inter-faith groups operate on budgets of less than £500 per year. Lack of capacity in this area is clearly a significant issue.

### *Highlights*

- Darlington Borough Council’s Community Safety Partnerships team have worked separately with both the local Sikh and Islamic communities to organise cultural awareness days, which received clear political support.
- The Community Safety Partnerships team’s Black and Minority Ethnic Community Safety Advisor has established working relationships with leaders of Darlington’s various faith communities. He joins the adherents of different religions in the celebration of appropriate religious and

community festivals.

- An introduction to the work of County Durham and Darlington Race Equality Council, which is another example of good practice in this area is described in the section on BME communities.

#### *Issues*

- There are strong faith networks in Darlington but more can be done on facilitating better inter-faith collaboration.
- Service providers in Darlington do not always understand the cultural conventions and social etiquette of different faiths.

#### *Action*

- Examine feasibility of further inter-faith collaboration in Darlington.
- Encourage take-up of cultural awareness training for front line workers in Darlington.

## **People who are unemployed or receiving a low income**

The national picture shows that a lack of employment is the main cause of low income, which in turn is seen as one of the most important causes of social exclusion.

Darlington has a relatively low unemployment rate (3.8%) compared to the rest of the Tees Valley (5.3%), yet still exceeds the national rate. One area where Darlington is below the national figure is with low rates of joblessness (the number of people of working age without a job), which reflects higher than average participation in the employment market.

The major unemployment problem in Darlington is within the Northgate North and Northgate South areas where the unemployment rate is more than three times the national average.

### *Highlights*

- Firthmoor into Work and Central in Work projects assist employers and job seekers in the borough by providing wage subsidy for new, eligible recruits. Assistance is available to employers to support the creation of new jobs. The project is supported by Darlington Borough Council, Morrison Enterprise Trust and the European Social Fund.
- Morrison Trust Job Brokering Service is for people currently in receipt of benefits but who wish to return to employment.
- Various other targeted programmes are delivered by Darlington Borough Council's Economic Regeneration and Tourism division.

### *Issues*

- Unemployment among young people is a particular problem in the Eastbourne North and Eastbourne South area where 18 to 20% of unemployed people are within the under twenty years old age group. Whessoe also suffers higher than average levels of youth unemployment.
- Long term unemployment is a problem in certain areas which do not suffer from particularly high unemployment rates, which perhaps suggests that the unemployment rate is unlikely to reduce much further in those areas. Houghton West, Park West and Pierremont are all ranked within the top five for proportion of people unemployed for over one year.

*Action*

- Link social inclusion, neighbourhood renewal and spatial priorities work back to economic development strategy to provide local job opportunities.

## **People with spent criminal convictions**

### *Context*

This part of the strategy is specifically about preventing discrimination against those whose criminal convictions are spent or whose criminal record is irrelevant to other areas of their lives.

For example, it would be inappropriate to employ anyone with a conviction for violent or abusive behaviour towards children as a classroom assistant. But the fact that they were banned from driving for a month because of driving without due care and attention may not be relevant, particularly if the job does not require the postholder to drive a vehicle.

The Home Office report, *Criminal Statistics England and Wales, 2001*, indicates that an estimated 13,037,000 offences were committed in 2001. Of these, 5,527,000 were recorded. 1,600,000 offenders were found guilty or cautioned.

An analysis of the Home Office Offenders Index showed that 33% of males and 9% of females born in 1953 had had a criminal conviction before they reached the age of 46.

Darlington's Crime and Disorder Reduction Strategy 2002-2005 identifies six priorities:

- Public reassurance
- House burglary
- Vehicle crime
- Domestic violence
- Anti-Social Behaviour
- Violent Crime.

Support for offenders and ex-offenders is not one of them. However the strategy does identify Persistent Young offenders as an important linked issue. "To foster inclusive attitudes to young people and provide positive opportunities was a key priority in the first Crime and Disorder Reduction Strategy... This objective is still strongly reflected within this strategy with the development of the Youth Partnership and strong links to other agencies."

### *Highlights*

- Youth Offending Services delivered through Community Safety Partnerships helped to ensure that in 2001 90% of those receiving a police reprimand did not re-offend within the year.



- Darlington Borough Council's equal opportunities policy states specifically that discrimination on the grounds of unrelated criminal convictions will not be tolerated.

#### *Issues*

- A national issue for those with criminal convictions is getting back into employment. Employers place a barrier in their way by frequently refusing to employ anyone with any kind of criminal record, even if convictions are spent or the crime is minor and unrelated to their ability to carry out a particular job. This can be a particular problem for young men, the demographic group who are at the highest risk of offending.

#### *Action*

- Continue to adhere to equalities legislation in order to ensure that those with unrelated criminal convictions are not discriminated against, particularly during recruitment processes.

## **Carers**

### *Definition*

Carers are family, friends or neighbours who provide physical, practical or emotional care or supervision to another person, as a result of that person's age, frailty, mental or physical health needs or learning disabilities.

Those aged under eighteen who carry out these tasks are often referred to as Young Carers (and may care for a parent, grandparent or disabled sibling) and those with parental responsibility for disabled children under the age of eighteen are often referred to as Parent Carers. Young Carers may experience detrimental effects both during their childhood and in later life.

Many of those providing care will see themselves primarily as a friend or relative, parent or child, rather than as a carer.

The level of assistance provided may range from a few hours per week to more than fifty hours per week. Some carers provide twenty-four hour care to the person they are caring for.

### *Context*

In Darlington as part of the 2001 census, 10,064 people identified themselves as carers, and 2,330 of these indicated that they were providing care for fifty or more hours per week. This is in excess of the previously estimated 8,846 carers in Darlington. Caring carried out as part of paid employment does not show in these figures.

The three wards with the highest number of carers are Park East (629), Haughton West (551) and Cockerton East (543).

The three wards with the highest percentage of carers are Hummersknott (13.6%), Hurworth (13.2%) and Park West (13.1%).

The three wards with the highest number of carers providing in excess of 50 hours of care per week are Park East (187), Cockerton West (175) and Eastbourne (144).

The Carers (Equal Opportunities) Act received Royal Assent in July 2004 and will be implemented from April 2005. This places on Local Authorities the duty to inform carers of their rights to assessment and to include within any assessments undertaken, the carer's wishes concerning employment, training, education or leisure activities. It also lays a duty of co-operation on NHS organisations, local education authorities and local housing authorities in

response to requests by the local authority to become involved in planning services for carers or to provide assistance to individual carers.

### *Highlights*

Key achievements in respect of carers include the following:

- The production and review of the annual Carers Strategy and Implementation Plan. This is overseen by the Carers Strategy Steering Group, which was established in 1999 in order to identify actions to be taken locally to meet the objectives laid out in the National Strategy for Carers. The aim of this Group is to work in partnership in order to develop a more integrated model of care that fully acknowledges the needs and aspirations of all groups of carers in Darlington.
- Carer involvement on Partnership Boards and other planning groups
- DAD Carers Support Service

### *Issues*

In order to play a full part in society, all groups of carers need information, support and recognition of their role by all sections of society, including schools and colleges, employers, policy makers and service providers of all types.

All groups of carers may also need information and support to identify themselves as undertaking this role, as many carers are 'hidden' to both themselves and the wider community.

### *Actions*

- To raise the profile of carers and their needs within all community groups, including other socially excluded groups, and in all areas of society, including schools and colleges, employers, policy makers and service providers.
- Carers should have their own needs recognised in the areas of health, employment, education and leisure and should have equality of access to all these areas.
- Identifying and being responsive to carers' needs should not be seen to be the sole responsibility of Health and Social Care providers.
- Where possible, carers should be involved in planning the care of the person they care for.

## Lesbian, Gay, Bisexual and Transgender People

### *Context*

Estimates suggest that between one in twenty and one in twelve people in Darlington are lesbian, gay, bisexual or transgender (LGBT). However, it is very difficult to calculate even the approximate number of people who would describe themselves as LGBT. There are a number of reasons for this.

- People's sexual preferences may change during their lives.
- Defining some of these categories is contentious and difficult.
- The stigma that can still be attached to issues of sexuality means that homosexuality and transgender is likely to be under-reported.

In 1999-2001, a National Survey of Sexual Attitudes and Lifestyles in Britain was undertaken. A cross-section of the population was sampled, with a sample size of eleven thousand. In this survey 8.4% of men and 9.7% of women said that they had had a sexual experience with a partner of the same sex.

This compares to Alfred Kinsey's landmark research into sexual behaviour in America in the 1940s and 50s. He surveyed twelve thousand men and women. 13% of men and 4% of women reported more homosexual than heterosexual contact. Today in America the Human Rights Campaign estimate that the gay and lesbian population comprises 5% of the total population.

However, many argue that unless such survey work is undertaken by people who are themselves from an LGBT group it is likely to be of only limited use. It is important to remember that LGBT people, like many of the groups highlighted in this strategy, are not a coherent group or community and are likely to have full spectrum of opinions on the widest range of political issues.

Figures for transgender people are uncertain. However, it is known that Gender Identity Disorder (the medical term for people whose core gender identity and physical appearance do not match up) manifests itself in approximately 1 in 12,000 people born apparently male and 1 in 33,000 born apparently female. Transgender is a generic term for transvestitism, transexualism, hermaphroditism, inter-sexed people or anyone else dealing with personal issues of gender identity.

There is no particular reason to suppose that the number of LGBT people in Darlington differs from the national average estimates outlined above. However, Gay Advice Darlington suggest that one in ten of the population are LGBT, and have observed the development of an increasingly visible gay community in the town in the last three years.

## *Highlights*

In Darlington the charity Gay Advice Darlington (GAD) acts to “relieve the mental and emotional crises suffered by persons who are homosexual, bisexual or in doubt about their sexuality or by those who may be affected by or involved with such persons who are living, working or socialising within the area of County Durham and Darlington”. GAD also aims to “advance the education of the general public and inform and increase the skills of the statutory and other agencies and learned professions in assisting and dealing with such people”. GAD reaches two hundred and seventy people per week. Five to fifteen of these people will be new contacts. Services offered included a telephone help line, weekly outreach sessions, an office “open house” and various special interest groups including a Young Lesbian, Gay and Bisexual Person’s group, which aims to support sixteen to nineteen year olds. Darlington Borough Council funds GAD to deliver support to people who are living with or affected by HIV/AIDS in Darlington.

## *Issues*

LGBT people in Darlington continue to require

- specialist health advice
- safe networking opportunities and access to learning resources
- signposting to other agencies
- meaningful consultation on issues that affect them.

GAD continues to work with local authorities and Police to combat homophobic hate crime across Darlington and County Durham.

## *Actions*

- New legislation outlawing discrimination on the grounds of sexual orientation will come into force in December 2003. Employers in Darlington will need to ensure that their policies and practices are free from discriminatory intent or practice. This includes dealing fairly with those who have undergone gender re-assignment or who may be undergoing the process of gender re-assignment.
- GAD feel further work is needed to tackle homophobic bullying in schools and colleges.
- To raise awareness of the Gender Recognition Bill.

## Refugees and Asylum Seekers

### *Context*

Darlington Borough Council's publication "People Seeking Asylum: The facts" tells us that less than 2% of the world's refugees seek asylum in Britain. In the first quarter of 2003, sixteen thousand people applied for asylum in the UK. Unlike others seeking council housing, asylum seekers cannot choose where they live. They are allocated housing on a "no choice" basis. The cash payments they receive amount to only 70% of the level of income support.

In Darlington there are twenty units of furnished accommodation provided for asylum seekers who make up less than 0.05% of the borough's population. The main nationalities of people seeking asylum in Darlington are:

1. Iraqi
2. Iranian
3. Palestinian
4. Congolese

### *Highlights*

Darlington Borough Council's Housing Division facilitates a refugee and asylum seeker steering group, which is involved in different types of activity including linking to other Council departments and statutory agencies, other service providers and voluntary organisations to promote access and integration. The project officer works with other agencies to facilitate access to English speakers of other languages (ESOL), other training, education and cultural studies, education for children, general and specialised healthcare. The officer directs individuals to their local agencies, such as Sure Start/ Connexions. The group also carries out integration work with local communities and linkages to local volunteers and faith groups.

The Project Officer with responsibility for liaising with refugees and asylum seekers has met with little resistance from the majority of people in relation to integrating these people into the local community but where issues have been encountered they can be extremely complex and difficult to overcome. However the overwhelming majority receive a warm welcome. Any community cohesion issues that do occur are dealt with swiftly by the project officer working with the relevant agencies.

The North East Refugee Service runs weekly advice sessions in Darlington.

## *Issues*

Insensitive coverage of stories relating to asylum seekers and refugees by the national media, particularly the red-top tabloid press, does not help the progress that is being made at a local level.

Most asylum seekers are non Christians. Analysis done by Darlington Borough Council (Community Services Department) two years ago showed that 90% of new asylum seekers in Darlington were Muslim. In the current world climate this may mean that with regard to community integration, their religion is more of an issue than their nationality.

Where a positive decision is made on an asylum claim the processes involved in formalising the individual's status (i.e. getting an NI number, etc.) are complicated. They lead to many refugees not receiving any benefits or means of support for periods of time. It has become necessary for these households to have floating support and they compete for limited places. Where a negative decision is made the person can, in theory, apply for "hard case support", which means meals and a hostel bed only, but few are successful. Only a tiny fraction of unsuccessful applicants are deported and the rest are denied any rights. They have no right to work, training or education, no right to benefit and no right to health care. Most are supported for a few weeks by charities before losing contact with the authorities.

## *Actions*

- Promote a positive view of people from other cultures, particularly around asylum seekers and their experiences before escaping to this country.
- Examine the feasibility of a "joined-up" racial and cultural Integration strategy with the other statutory and voluntary agencies in the borough so that an integration component is added to existing strategies rather than another strategy being added.
- Examine the feasibility of negotiating a cross border specialised Supporting People service for the Tees Valley which recognises the particular issues of new refugees.
- The Report on the Implementation of the Homelessness Strategy suggests that joint working arrangements and the development of an information base with respect to homeless Black and Minority Ethnic Community members needs to be progressed by May 04.

## **Gypsies and travellers**

### *History*

It is important to remember that not all travellers are Gypsies and not all Gypsies are travellers. Being a traveller can be a lifestyle decision based on economic need, fear of persecution, tradition or culture amongst other things. Anyone can become a traveller. Irish Travellers, however, have a distinct ethnic heritage.

Gypsies, too, are a distinct ethnic group. They are descended originally from the Rom (hence "Roma") and Dom people of the Indian subcontinent whose first wave of migration across Europe occurred in the sixteenth and seventeenth centuries. Their history has been one of persecution as a marginalised group who have survived in nation states across the world as enslaved communities, as separately taxed communities or as commercial-nomadic communities. The genocide that these people suffered under the Nazi regime was not a unique aberration in their history, more an extreme form of the persecution they have suffered in many countries for the last three to four hundred years.

### *Context*

Government estimates that there are 120,00 Gypsies and travellers in the UK, although the Romany Council and the Radical Statistics Journal think 150,000 is a more accurate figure.

According to the Durham and Darlington Education Service for Travellers, the total number of Gypsies and travellers resident in Darlington in any one year is around 1,800. Between September 2001 and July 2002, there were 481 children under sixteen. These figures include those who use Darlington as a base (whether in housing or on a site base) but who are semi-nomadic, as well as those whose lifestyle is wholly nomadic and are just passing through.

This means that Gypsies and travellers comprise around 1.8% of the population.

The Council's two authorised sites for Gypsies and travellers are leased to Gypsy wardens through Darlington's Public Protection division. There are forty-five double pitches at the Honeypt Lane site and twenty double pitches at the Neasham Road site. Some semi-nomadic Gypsies and travellers have also settled in houses in the Hunden's Lane and Harrowgate Hill areas. They retain many aspects of a nomadic identity, culture and lifestyle.

There are a slightly higher than average number of Gypsies and travellers in Darlington than might be expected from an analysis of national estimates and deriving from this estimates for Darlington. This may because Darlington is a convenient point for breaking journeys when travelling east/west across the north of England (for example to the horse fair at Appleby-in-Westmorland).



### *Highlights*

Significant investment has improved and continues to improve the two main sites mentioned above.

- Durham and Darlington Education Service for Travelling Children (DDEST) supports the Gypsy and traveller community in Darlington. Last year DDEST at Eastbourne School secured funding from Connexions for a new workspace at the School.
- The community is also supported by Sure Start Darlington Central and various Council departments.

### *Issues*

Pat Barmby's Baseline Assessment of perceptions and needs amongst Travellers and Gypsies in Darlington (April 2003) indicates that discrimination is an ongoing problem for young Gypsies and travellers in Darlington. The report cites an example of some young people being excluded from a restaurant in Darlington solely because they were Gypsies. It is not difficult to imagine the public outcry if the restaurant owner had said to a customer that he was unable to serve them because they were Black or Chinese or Hindu. Discrimination against Gypsies still appears to be more socially acceptable than other kinds of racial or religious discrimination.

### *Actions*

It is evident that Darlington Borough Council needs to undertake further work to understand the needs of those Gypsies and travellers in the borough who are living in settled accommodation. A representative of this group has been identified, and a dialogue started.

- The Council needs to communicate clearly the contact details of its nominated Gypsy Liaison Officer, even if that function is just one part of that person's role.
- Improvements need to be made in Council staff's understanding of who in particular service areas takes lead responsibility for providing services to Gypsies and travellers.
- Policy and practice needs to be reviewed as part of the Corporate Equalities Plan to check that there are no procedures in place that discriminate (unwittingly or otherwise) against Gypsies and travellers.

Quote: “Don’t label people if it is not relevant. Reference to the fact that an individual is a Traveller, Gypsy or Irish Traveller should only be made when it is relevant and appropriate” ([www.cre.gov.uk/guidelines](http://www.cre.gov.uk/guidelines)).

## **Unwitting discrimination**

Many of the members of the communities of interest and identity discussed in this strategy may not perceive themselves as belonging to that particular group, or may not choose to reveal to others particular aspects of their lives.

Many carers who have other responsibilities in their lives do not think of themselves as carers. Many LGBT people choose not to reveal their sexual orientation even to family and friends. This has led some service providers to comment that since they are not aware of their service users' identities and particular needs, it is impossible to knowingly discriminate against them.

This attitude misses the crucial point that treating people fairly does not mean treating them equally.

Two hypothetical cases give food for thought.

Consider the case of a small business manager who arranges to meet a customer over the telephone. The customer agrees to meet the manager at the manager's place of work. Since the discussion is likely to be confidential in nature, the manager books a meeting room on the first floor of the building. On the day of the appointment the manager meets the customer at reception and observes that the customer is using a wheelchair. The customer confirms that she is unable to use the stairs. There is no lift and all other meeting venues are in use, so the manager conducts the confidential discussion in the public reception area.

The manager has initially treated the disabled customer in the same way as she would treat a customer without an impairment. In this case this "equal" treatment has led to the disabled person being discriminated against. Due to her impairment, the customer has had to have her private business discussed in a public place – an indignity that a non-disabled customer would have been able to avoid.

Secondly, consider the case of a gay man and his partner who have kept the details about their sexual orientation secret from family and friends. They appear on CCTV footage holding hands as they walk down a dark street in Darlington town centre at night. A minor public order offence occurs at the door of a nightclub as they pass. The police are keen to analyse the video and perhaps use it as evidence in a court of law. The discrimination that may result from a member of one of the men's families viewing the video in court (perhaps they were a jury member) is plain. The same problems would not be experienced by a heterosexual couple in a non-secret relationship.

**These are examples of how treating people equally can be a cause of discrimination. Service providers who treat people fairly are sensitive to the distinct and different needs of their customers and make reasonable adjustments to accommodate these.**

Darlington Association on Disability have provided a number of real life examples of unwitting discrimination in and around Darlington:

- When arranging a conference, the organiser arranges for it to be held in a wheelchair accessible venue but then the display stands are laid out in such a way that meant a wheelchair user was confined to a small section of the room. At the same conference an induction loop system is installed but not switched on.
- When providing car parking places a few are designated for the use of disabled people, however, allowing the bays to be used by non-disabled people has taken the only parking possibility away from disabled people.
- A shop assistant in a small shop believes that a nearby larger shop can offer a better service to a wheelchair user. Thinking she is being helpful, she doesn't serve the disabled person telling him he would be a lot better off at the larger shop.
- Thinking of his other customers, a café manager tells a person with a severe facial disfigurement that he must sit at a table out of sight of other customers.
- A customer who is partially sighted applies for a hire purchase loan from a finance company. The company is willing to lend to the customer, but on the condition that he should have his signature to the agreement witnessed by a solicitor.

Each of these scenarios is an example of discrimination on the grounds of disability.

## **Improving Social Inclusion performance at Darlington Borough Council**

With the support of the Government's social exclusion unit, the Local Authority Social Exclusion network (LASE) has developed a framework for improving local authority performance with regard to social inclusion in its broadest sense. The LASE model has been adopted by a number of local authorities in England in the last two years and continues to be an example of best practice in this area.

The methodology employed is one based on self-assessment. The model is based on a belief that there are nine key issues or, more properly, nine key links in a chain of events, against which local authority performance can be measured.

What follows is an explanation of the nine link framework and an explanation of the application of this model to the Darlington context.

## The 'Theory of Change' Model

This model posits nine links in a chain of activity that is required to tackle social exclusion. What follows is a list of these nine links, with some brief reminders about why each is so important.

### *Political Leadership*

- Political leadership provides vision and support for the social inclusion agenda within any local authority.
- Success will be limited without political commitment.
- The wider the political ownership of social inclusion agenda, the more successful the authority's work is likely to be.

### *Managerial Leadership*

- Widespread ownership of the social inclusion agenda should be built on clear political commitment.
- Social inclusion is a corporate issue and evidence suggests that it benefits from being championed from a corporate, rather than departmental, position.
- There need to be clear mechanisms for strategic planning and operational delivery.

### *Strategic Approach*

- For a cross-cutting issue like social inclusion, a clear and strategic approach is vital.
- The development of a social inclusion strategy should itself be an inclusionary process. It must lead to a document that contains a broad range of points of view, which must be regularly reviewed and updated.
- A successful strategy requires the full participation in policy development of those who are excluded. A clear understanding of how the social inclusion strategy relates to other equalities, community cohesion, neighbourhood renewal, regeneration and other related issues needs to be maintained.
- Corporate social inclusion strategies which are delivered without the full support of the Local Strategic Partnership are likely to have only limited success.

### *Community Engagement*

- Area- or neighbourhood-based consultation can be very effective if appropriate mechanisms are in place. The LASE network recommend that LSPs need to ensure that the voices of the more marginal communities can be heard and are central to the development of a social inclusion strategy.
- Capacity building may be an issue with relation to developing a more inclusive approach to community engagement.

### *Partnership*

- Strategic social inclusion work needs ‘buy-in’ from the broadest range of partners.
- Advanced partnership working (i.e. sharing of important data, joint planning processes and joint monitoring arrangements) is likely to yield the best results.

### *Equalities*

- The equalities dimension of the social inclusion strategy needs to be highlighted. If equalities issues are not tackled here then they are unlikely to be addressed in any other borough-wide strategy/policy.
- Effective social inclusion strategies are likely to contain differentiated targets for different communities of identity and/or interest.
- Many local authorities have benefited from joining up the responsibility for the equalities and social inclusion agendas within their organisations.

### *Action Planning*

- Both themed and area-based approaches to delivering action plans will need careful consideration.
- An advantage of issue or service-based approaches to action planning are that they may make it easier to incorporate social inclusion objectives and targets into the local authority’s business plans and performance management systems.
- There should be a balance between early wins and long term aims.
- Action plans should be structured around tackling inequalities. An action plan is likely to be useless unless it is backed up with resources and identified lead officers.

### *Mainstreaming and driving organisational change*

- The mainstreaming of the social inclusion agenda is the ultimate task of any social inclusion strategy.
- Some local authorities have found advantage in bringing together the public service agreement (PSA) and social inclusion targets.
- Organisational change which is focused on a change in an organisation’s philosophy or core values is best achieved through a combination of bottom-up and top-down approaches.

### *Monitoring performance and evaluating outcomes*

- Key indicators in the community strategy action plan and the social inclusion strategy should be aligned and relate clearly to outcomes, not outputs.
- There are benefits from choosing key indicators that are a mix both of ‘floor target’ type national indicators and some more qualitative local indicators. It makes sense to involve disadvantaged communities in the selection of these indicators.

## **Limitations of the Model**

When using the 'theory of change' model outlined above, it is important to remember that the process of change is unlikely to be a linear one. Some local authorities may find that they have strong commitment to deliver change from partners only to find that they lack political leadership. Other local authorities may find that they have both the political and managerial leadership necessary but have poor community engagement and a lack of partnership working which will severely limit the effectiveness of their strategy. It is anticipated that the development of a social inclusion strategy in Darlington will stimulate good practice but it must also be informed by the good practice that exists already. The 'theory of change' model expects that local authorities will make general and simultaneous improvements in each of the nine links during a particular time period, which can then lead to an overall assessment of how they are performing against their social inclusion agenda. As has already been noted, the likelihood is that different authorities will have different levels of performance in each of the nine different areas. The challenge for Darlington is to identify those areas in which we perform weakest and develop an action plan that turns Darlington Borough Council into an organisation that is performing strongly across each of the links in the chain.



## Self-Assessment and Action Plan

What follows is a tabular representation of a self-assessment on the nine themes. It gives a snap-shot, in no more than five bullet points, of Darlington Borough Council's position as at October, 2004. The actions are deliberately short to medium term and only those things that can be achieved by October 2006 have been included.

Theme	Current position	Action required	Resources required	By whom?	When?
Political leadership	<ul style="list-style-type: none"> <li>Members receive corporate social inclusion training.</li> <li>Equal Opportunities Member Scoping Group scrutinises equalities/inclusion work.</li> <li>"Ensuring access for all" is a corporate aim, endorsed by Members.</li> <li>Member endorsement of clear linkage of corporate aims to Darlington Partnership's community strategy aims.</li> </ul>	<ul style="list-style-type: none"> <li>Specific awareness-raising with members required around launch of Social Inclusion Strategy.</li> <li>Review of member involvement in both policy development and scrutiny for social inclusion.</li> <li>Council Member and Darlington Partnership Board Member approval of Social Inclusion Strategy</li> </ul>	<ul style="list-style-type: none"> <li>Existing budget.</li> <li>Existing budget.</li> <li>Existing budget.</li> </ul>	<ul style="list-style-type: none"> <li>David Plews.</li> <li>Strategic Inclusion Group.</li> <li>Cabinet and Darlington Partnership Board.</li> </ul>	<ul style="list-style-type: none"> <li>December 04.</li> <li>October 04.</li> <li>October 04.</li> </ul>

Theme	Current position	Action required	Resources required	By whom?	When?
Managerial leadership	<ul style="list-style-type: none"> <li>• New officer structure for addressing social inclusion agenda, including strategic and implementation groups. Strategic group chaired by Director of Corporate Services.</li> <li>• Policy Advisor (Social Inclusion) appointed May 2003. Works from Policy Unit to provide a corporate lead.</li> <li>• Strategic links between community cohesion and social inclusion agendas explored.</li> </ul>	<ul style="list-style-type: none"> <li>• Arrange equalities impact assessment workshops with senior managers.</li> <li>• Review equalities training for managers.</li> <li>• Maintain profile of Social Inclusion work with senior managers.</li> <li>• Develop corporate guidelines on the procurement of translation services for DBC.</li> <li>• Develop a managers' social inclusion toolkit.</li> </ul>	<ul style="list-style-type: none"> <li>• Existing budget.</li> <li>• Existing budget.</li> <li>• Existing budget.</li> <li>• Existing budget.</li> <li>• Existing budget.</li> <li>• Existing budget.</li> </ul>	<ul style="list-style-type: none"> <li>• Social Inclusion Implementation Group.</li> <li>• Lesley Blundell.</li> <li>• Strategic Inclusion Group.</li> <li>• David Plews/ Susan White.</li> <li>• David Plews/ Inclusion Implementation Group.</li> </ul>	<ul style="list-style-type: none"> <li>• December 04.</li> <li>• March 05.</li> <li>• Include on agenda of Senior Mangers' Workshop by December 05.</li> <li>• March 05.</li> <li>• December 04.</li> </ul>

Theme	Current position	Action required	Resources required	By whom?	When?
Strategic approach	<ul style="list-style-type: none"> <li>• Promoting Inclusive Communities is a key theme of the community strategy, with its own lead officer.</li> <li>• Ward-focused Neighbourhood Renewal Strategy research completed.</li> <li>• Draft social inclusion strategy published.</li> <li>• £190k raised from external sources for Community Cohesion activity and Community Cohesion baseline assessment undertaken.</li> <li>• Social Issues Map provides ward-by-ward information on the borough.</li> </ul>	<ul style="list-style-type: none"> <li>• Neighbourhood appraisal information informs development of fully costed Social Inclusion strategy.</li> <li>• Deliver regular monitoring of Social Inclusion strategy.</li> <li>• Devise and deliver revised corporate “clear print” guidelines.</li> <li>• Ensure customers understand that the Council’s approach to social inclusion should be about adding value for particular customers – not detracting from the service provided to everyone else.</li> </ul>	<ul style="list-style-type: none"> <li>• Existing budget.</li> <li>• Existing budget.</li> <li>• Existing budget.</li> <li>• Existing budget.</li> </ul>	<ul style="list-style-type: none"> <li>• David Plews/ Shan Warren.</li> <li>• David Plews to liaise with Steve Rose.</li> <li>• Inclusion Implementation Group.</li> <li>• Customer Relations Manager</li> </ul>	<ul style="list-style-type: none"> <li>• October 04.</li> <li>• October 05.</li> <li>• March 05.</li> <li>• Ongoing.</li> </ul>

Theme	Current position	Action required	Resources required	By whom?	When?
Community Engagement	<ul style="list-style-type: none"> <li>• Large Darlington Assembly links to a broadly representative Darlington Partnership.</li> <li>• Nine community partnerships established in priority wards.</li> <li>• Compact with voluntary sector produced and adopted.</li> <li>• Corporate Consultation Strategy in place.</li> <li>• Pilot postal voting project achieved more than 50% increase in voter turn-out.</li> </ul>	<ul style="list-style-type: none"> <li>• Ensure representation of disadvantaged groups within governance structures (e.g. Darlington Partnership).</li> <li>• Review corporate grant aid programmes to reflect community strategy/social inclusion agendas.</li> <li>• Revise DBC's consultation strategy to include guidance on engaging with the groups that the Council finds "hard to reach". Share this information with partner agencies.</li> </ul>	<ul style="list-style-type: none"> <li>• Existing budget.</li> <li>• Existing budget.</li> <li>• Funding to be identified after initial review work. Establish additional £15,000 central budget for specialist consultation at DBC.</li> </ul>	<ul style="list-style-type: none"> <li>• Steve Rose/ Sharon Brown.</li> <li>• Sharon Brown chairs review group.</li> <li>• John Bosson/ David Plews (DBC).</li> </ul>	<ul style="list-style-type: none"> <li>• Ongoing.</li> <li>• Implementation by March 05.</li> <li>• March 05.</li> </ul>

Theme	Current position	Action required	Resources required	By whom?	When?
Partnership	<ul style="list-style-type: none"> <li>• Community Strategy launched by Darlington Partnership with support from and engagement with public, private and voluntary sector partners.</li> <li>• Council involved in partnership work to deliver cross-cultural events.</li> <li>• Beacon Council status for Community Legal Services and Community Safety Partnerships.</li> <li>• Advanced partnership working through Darlington's Sure Start programme.</li> </ul>	<ul style="list-style-type: none"> <li>• Continue development of community partnerships.</li> <li>• Examine feasibility of developing a corporate protocol for partnership working: "Rules of Engagement".</li> <li>• Further develop Equalities Policies Review Group with external partners involvement where appropriate.</li> </ul>	<ul style="list-style-type: none"> <li>• Within existing internal and external resources.</li> <li>• Existing budget.</li> <li>• Existing budget.</li> </ul>	<ul style="list-style-type: none"> <li>• Sharon Brown.</li> <li>• David Plews / Policy Unit/Julie Russell.</li> <li>• Maggie Swinden.</li> </ul>	<ul style="list-style-type: none"> <li>• Eleven partnerships by April 04.</li> <li>• December 04.</li> <li>• January 05.</li> </ul>

Theme	Current position	Action required	Resources required	By whom?	When?
Equalities	<ul style="list-style-type: none"> <li>• Level 2 of Equality Standard for Local Government attained.</li> <li>• Corporate equalities and diversity work drawn into the wider social inclusion agenda via appointment of Policy Advisor (Social Inclusion).</li> <li>• Detailed Equal Opportunities policies published.</li> <li>• Some pilot work on equalities impact assessments completed.</li> <li>• First Corporate Equalities Review and Plan published.</li> </ul>	<ul style="list-style-type: none"> <li>• Aim for Level 3.</li> <li>• Develop further equalities guidance for procurement.</li> <li>• Deliver full programme of equalities impact assessments.</li> <li>• Investigate feasibility of hate incident monitoring (extend from Suspected Racist Incidents).</li> <li>• Assist in the development of Darlington Partnership's approach to the equalities agenda.</li> </ul>	<ul style="list-style-type: none"> <li>• Existing budget.</li> <li>• Existing budget.</li> <li>• Existing budget.</li> <li>• Existing budget.</li> <li>• £70,000 of North East Council Improvement Network funding.</li> </ul>	<ul style="list-style-type: none"> <li>• Inclusion Implementation Group.</li> <li>• Susan White/David Plews.</li> <li>• Inclusion Implementation Group.</li> <li>• David Plews/HR.</li> <li>• Steve Rose/David Plews.</li> </ul>	<ul style="list-style-type: none"> <li>• October 05.</li> <li>• January 05.</li> <li>• September 05.</li> <li>• January 05.</li> <li>• Decision on bid by October 2004.</li> </ul>

Theme	Current position	Action required	Resources required	By whom?	When?
Action Plans	<ul style="list-style-type: none"> <li>• Community cohesion baseline assessment has highlighted actions required in this area.</li> <li>• Darlington Partnership's second action plan published.</li> <li>• Race Equality Action plans published for each department, as part of first year review of Race Equality Scheme.</li> <li>• Action plan to improve recruitment and retention of disabled staff and staff from BME communities in place.</li> </ul>	<ul style="list-style-type: none"> <li>• Align departmental service planning process with action planning for equalities performance improvement.</li> <li>• Review Social Inclusion Strategy priority groups.</li> </ul>	<ul style="list-style-type: none"> <li>• Existing budget.</li> <li>• Existing budget.</li> </ul>	<ul style="list-style-type: none"> <li>• Inclusion Implementation Group.</li> <li>• Strategic Inclusion Group.</li> </ul>	<ul style="list-style-type: none"> <li>• December 04.</li> <li>• October 06.</li> </ul>

Theme	Current position	Action required	Resources required	By whom?	When?
Mainstreaming and driving organisational change	<ul style="list-style-type: none"> <li>• Strategic and Implementation groups in place for Social Inclusion.</li> <li>• Comprehensive Training and Development Strategy, includes delivery of bespoke equalities training.</li> <li>• Departmental mainstreaming equalities groups in place.</li> </ul>	<ul style="list-style-type: none"> <li>• Re-think role and function of departmental equalities groups.</li> <li>• Investigate further links between Social Inclusion agenda and both CPA (Comprehensive Performance Assessment is a government assessment process for local authorities) and PSA. (Public Service Agreement is a government initiative designed to free up Councils to deliver services that respond to local needs, whilst meeting or exceeding nationally set standards).</li> <li>• Secure discrete budget for social inclusion mainstreaming, and delivery of Social inclusion Strategy actions.</li> <li>• Commence delivery of corporate programme of cultural awareness training prioritising front line staff.</li> </ul>	<ul style="list-style-type: none"> <li>• Existing budget.</li> <li>• Existing budget.</li> <li>• Mainstream budget implications for 04/05: £21,000.</li> <li>• £5,000 included in £21,000 identified above.</li> </ul>	<ul style="list-style-type: none"> <li>• Inclusion Implementation Group.</li> <li>• Lorraine O'Donnell/ David Plews/ Andy Robinson.</li> <li>• Paul Wildsmith/ David Plews/ Strategic Inclusion Group.</li> <li>• Carol Wyers/ David Plews.</li> </ul>	<ul style="list-style-type: none"> <li>• October 04.</li> <li>• Ongoing.</li> <li>• Submit detailed bid to CMT for 04/05 by November 04.</li> <li>• April 05.</li> </ul>



Theme	Current position	Action required	Resources required	By whom?	When?
Monitoring performance	<ul style="list-style-type: none"> <li>Firmly established corporate performance management framework.</li> <li>Separate monitoring of projects which attract external funding, e.g. community cohesion projects.</li> <li>Corporate consultation strategy in place.</li> <li>Year One Review of Race Equality Scheme undertaken.</li> </ul>	<ul style="list-style-type: none"> <li>Measure social inclusion performance corporately using Performance Plus – performance management software.</li> <li>Improved complaints monitoring allows learning from complaints with an impact on social inclusion.</li> <li>Further joint working with PCT on performance development.</li> <li>Continue quarterly monitoring of social inclusion performance through Health Improvement and Social Inclusion Group of Darlington Partnership.</li> </ul>	<ul style="list-style-type: none"> <li>Existing budget.</li> <li>Existing budget.</li> <li>Existing budget.</li> <li>Existing budget.</li> </ul>	<ul style="list-style-type: none"> <li>Policy Unit.</li> <li>Andy Robinson.</li> <li>Nonnie Crawford (PCT) /Lorraine O'Donnell/ David Plews.</li> <li>Marion Pickersgill (Darlington Partnership).</li> </ul>	<ul style="list-style-type: none"> <li>March 05.</li> <li>December 04.</li> <li>Ongoing.</li> <li>Ongoing.</li> </ul>

## Headline Performance indicators

Darlington Partnership and Darlington Borough Council share a strong commitment to performance management. To reinforce this approach, it is appropriate that this Social Inclusion Strategy shows how local people will be able to tell if it has made any difference. Darlington Borough Council's Strategic Inclusion Group has recommended the use of a number of headline performance indicators:

No	Indicator	Outcome Sought	Lead Officers
1.	Proportion of people of working age in employment.	Increase	Gwenda Lyn Jones
2.	Average weekly earnings.	Increase	Gwenda Lyn Jones
3.	Proportion of the population who live in wards that rank within the most deprived 25% of wards in the country.	Decrease	David Plews
4.	Percentage of public buildings accessible to disabled people.	Increase	David Plews
5.	Percentage of year 11 pupils with 5 or more GCSEs at grades A-C.	Increase	Karen Williamson
6.	Percentage of young people in education, employment or training.	Increase	Gail Bowen
7.	The percentage of people who are satisfied with Leisure and Arts venues, festivals and events.	Increase	Steve Thompson
8.	Total recorded crimes per 1,000 population.	Decrease	Shaun Findlay
9.	Life expectancy at birth.	Increase	Paul Davison
10.	The percentage of people who feel that their local area is a place where people from different backgrounds can get on well together.	Increase	David Plews
11.	The percentage of people who feel that they can influence decisions affecting their local area.	Increase	Sharon Brown

Fine detail on the performance indicators by which Darlington Partnership will measure its success in social inclusion is published in the Community Strategy Action Plan 2004-05, pp 32-33 and appendix 1, pp 17-19. Copies are available on 01325 488260 or from [partnership@darlington.org.uk](mailto:partnership@darlington.org.uk)

## Framework for driving change across the borough of Darlington

Action Plan below mainly relates to the “Promoting Inclusive Communities” theme of the Community Strategy. It lists key strategic actions rather than repeating those listed under each theme. The column headed “type” describes the type of intervention suggested: Is it preventing social exclusion (P), re-integrating those who have suffered social exclusion ® or providing services for those suffering or at risk of suffering social exclusion (S)?

Who benefits?	Action	Type	Why?	Resources	Who is responsible?	When?
Residents experiencing or at risk of experiencing social exclusion.	Deliver a Neighbourhood Renewal Strategy and continue to lobby government for Darlington’s case for neighbourhood renewal funding and similar investment.	PRS	To develop special assistance in areas of greatest disadvantage.	External funding to be identified in Neighbourhood Renewal Strategy.	Sharon Brown/ Neighbourhood Renewal Steering Group (DBC).	Deadlines set according to the Neighbourhood Renewal Strategy.
Residents experiencing or at risk of experiencing social exclusion.	Share good practice between agencies about mainstreaming the social inclusion agenda.	PRS	To improve social inclusion.	Existing resources.	Steve Rose/ Darlington Partnership.	Ongoing.
Residents experiencing or at risk of experiencing social exclusion.	Ensure that disparities in educational achievement between different communities of identity are being addressed. Analyse data and devise action.	PRS	To improve life chances for every sector of the community.	Existing resources.	Gail Bowen/Julian Kenshole (DBC).	March 05.

<b>Who benefits?</b>	<b>Action</b>	<b>Type</b>	<b>Why?</b>	<b>Resources</b>	<b>Who is responsible?</b>	<b>When?</b>
Residents experiencing or at risk of experiencing social exclusion.	Expand programme raising Darlington residents' and visitors' awareness of other cultures. Include dedicated web content.	P	To improve race relations and increase community cohesion.	Links to part of £210k LGOL funding for dedicated web content.	Health Improvement and Social Inclusion Group at Darlington Partnership.	March 05.
Residents experiencing or at risk of experiencing social exclusion.	Develop and promote markets appropriate to local communities and within local neighbourhoods.	PR	To improve community cohesion.	Fundraising strategy to be identified.	Peter Wilson (DBC).	Feasibility undertaken by March 05.
Residents experiencing or at risk of experiencing social exclusion.	Implementation of equality and diversity toolkit for learning providers (Tees Valley wide).	PS	To provide fair access to services.	Learning and Skills Council budgets	Learning and Skills Council staff.	March 05.
Residents experiencing or at risk of experiencing social exclusion.	DBC to deliver level 3 of the Equality Standard for Local Government.	S	To meet published performance targets.	Existing resources.	David Plews/Inclusion Implementation Group (DBC).	October 05.

<b>Who benefits?</b>	<b>Action</b>	<b>Type</b>	<b>Why?</b>	<b>Resources</b>	<b>Who is responsible?</b>	<b>When?</b>
Residents experiencing or at risk of experiencing social exclusion.	Refine Community Strategy Action Plan to reflect contents of this strategy.	S	To facilitate joined-up performance management.	Existing resources.	Marion Pickersgill/ Health Improvement Group (Darlington Partnership).	March 05.
Residents experiencing or at risk of experiencing social exclusion.	Establish representative Community Partnerships in eleven areas.	PR	To facilitate local engagement in neighbourhood renewal.	£715,000: SRB and Single Programme.	Sharon Brown (DBC).	March 05.
Residents experiencing or at risk of experiencing social exclusion.	Establish a cross-agency network of community development/engagement workers in Darlington. Network to examine sustainability of community development programmes.	PRS	To rationalise approaches to community engagement and avoid duplication in provision. To examine sustainable solutions.	£6,000: funding to be identified from DBC and other partners/funders.	Sharon Brown/David Plews (DBC), other leads to be identified.	March 05.

<b>Who benefits?</b>	<b>Action</b>	<b>Type</b>	<b>Why?</b>	<b>Resources</b>	<b>Who is responsible?</b>	<b>When?</b>
Residents experiencing or at risk of experiencing social exclusion.	Devise an action plan in order to raise the profile of the equalities agenda in Darlington Partnership at every level. Deliver work as part of a strategic project with DBC and North Tyneside Metropolitan Borough Council.	P	To eliminate unwitting discrimination.	£70,000 sought from North East Councils Improvement Programme.	Steve Rose (Darlington Partnership)/ David Plews (DBC).	Start: January 05. Finish: January 07.
Residents experiencing or at risk of experiencing social exclusion.	DBC to Link into Tees Valley sub-regional equalities network.	PRS	To ensure Darlington gets its fair share of funding for Tees Valley initiatives.	Single Pot funding, amount tbc.	David Plews (DBC)/ Paul McGee (ONE/WEA).	Investment in Darlington seen by March 05.
Residents experiencing or at risk of experiencing social exclusion.	Publicise launch of Social Inclusion Strategy, explain Council investment in Social Inclusion agenda.	S	To promote Darlington as a socially inclusive place.	£1,000 from DBC.	David Plews/ Strategic Inclusion Group (DBC).	Deliver launch event by December 04.

<b>Who benefits?</b>	<b>Action</b>	<b>Type</b>	<b>Why?</b>	<b>Resources</b>	<b>Who is responsible?</b>	<b>When?</b>
Residents experiencing or at risk of experiencing social exclusion.	Implement recommendations of review of grant aid to voluntary and community sector organisations.	S	To rationalise funding, introduce more open competition for resources and better reflect the aims of the Community Strategy.	Review will examine over £1m of expenditure within existing budgets.	Sharon Brown/ Funding Review Groups (DBC).	Recommendations fully implemented by March 05.
Residents experiencing or at risk of experiencing social exclusion.	Undertake a comprehensive review of DBC's pricing policies, linked to Local Government Act 2003, General Power to Charge for Discretionary Services.	RS	To provide fairer access to services.	Financial implications unknown until review is undertaken.	Corporate Management Team/ Strategic Inclusion Group (DBC).	January 05.

Who benefits?	Action	Type	Why?	Resources	Who is responsible?	When?
Residents experiencing or at risk of experiencing social exclusion.	Deliver DBC's Local Public Service Agreement targets.	PRS	<p>To increase the proportions of pupils achieving 5 or more GCSEs A*-C or equivalent.</p> <p>To reduce unauthorised absence in schools.</p> <p>To increase the employment rates of disadvantaged areas and groups.</p> <p>These are just 3 of 12 targets.</p>	Performance Reward Grant of over £2.3m will be paid if all targets are achieved.	Andy Robinson (DBC).	August 06.



<b>Who benefits?</b>	<b>Action</b>	<b>Type</b>	<b>Why?</b>	<b>Resources</b>	<b>Who is responsible?</b>	<b>When?</b>
Residents experiencing or at risk of experiencing social exclusion.	DBC and PCT to work with Waterson's to refine "social inclusion" content for Darlington Partnership website <a href="http://www.darlington.org.uk">www.darlington.org.uk</a>	S	To raise the profile of health inequalities work, the diversity and equalities agenda and the strategic approach to inclusion in Darlington.	Local Government On-line funding (£210k) was used to establish site originally.	Paul Davison (PCT)/David Plews (DBC).	March 05.
Residents experiencing or at risk of experiencing social exclusion.	Examine feasibility of wider application of Darlington Inclusion and Awards Scheme (based on Education model)	S	To develop performance culture around Social Inclusion.	Existing resources.	Gail Bowen/David Plews (DBC)/Inclusion Implementation Group.	October 05.
Residents experiencing or at risk of experiencing social exclusion.	Formalise the facilitation of inter-agency joint planning of activities for young people. Link to Investing in Children. Link this to DBC's work on Identification, Referral and Tracking of Young People (IRT).	PRS	To reduce duplication, increase value for money, target resources at "at risk" young people".	Existing budgets.	Julie Russell/Shawn Findlay/David Plews/Maria Nicklin/Corporate Management Team.	October 05

<b>Who benefits?</b>	<b>Action</b>	<b>Type</b>	<b>Why?</b>	<b>Resources</b>	<b>Who is responsible?</b>	<b>When?</b>
Residents whose first language isn't English.	Produce a visual resource about service access.	RS	To facilitate better access to services to those whose first language isn't English.	Cost approx £25k. Funding package confirmed.	David Plews/ Julie Lumb/ Andrew Nuttall/ Tom Keogan (DBC).	March 05.
Young people who are at risk of dropping out of education or who would have difficulty coping with transitional changes in education.	Provide a targeted transition mentoring service.	PR	To support and encourage young people to participate and progress in education.	Funded through Aim Higher and the Area Wide Action Plan.	Bob Tuddenham, QE Sixth Form College Vice Principal, and QE Guidance Staff. (Contact: Tim Fisher).	From September 2003 ongoing and expanding.
Young people in the care of Darlington Borough Council.	Work placements within the Council for Looked After Children leaving care to be made available.	PR	To improve employment opportunities.	Existing budgets.	Lesley Blundell (DBC).	First year of operation completed by October 05.
Young people in the care of Darlington Borough Council.	Review of leisure pass system for Looked After Children.	PRS	To provide opportunities other than swimming.	Existing budgets.	Julie Russell (DBC).	December 04.

<b>Who benefits?</b>	<b>Action</b>	<b>Type</b>	<b>Why?</b>	<b>Resources</b>	<b>Who is responsible?</b>	<b>When?</b>
Young people in the care of Darlington Borough Council.	Produce baseline assessment of the educational attainment of Looked After Children and develop performance improvement targets.	P	To improve the educational attainment of Looked After Children.	Existing budgets.	Gail Bowen/ Julian Kenshole (DBC).	January 05.
Young people in the care of Darlington Borough Council.	Reduce the number of Looked After Children.	P	To give young people the best possible start in life.	Existing budgets.	Margaret Asquith (DBC).	March 05.
People over the age of 85.	Examine feasibility of establishing a project which establishes a comprehensive network of Darlington's older people (Older People Active Locally project).	PR	To facilitate better inter-agency working.	£35,000 applied for from a range of funders.	Kevin Richards (CVS)/ OPAL Steering Group.	Bids submitted by October 04.
People over the age of 85.	GOLD to review the way it engages with socially isolated older people.	S	To provide a more responsive service.	Existing resources.	Claire Llewelyn/John Bosson/ David Plews (DBC).	March 05.
Under fives	Deliver the Learning Station project for children and parents in Sure Start areas.	PRS	To raise attainment and aspiration of Sure Start children and their parents.	Fund raising programme to be confirmed.	Pauline Murray (Sure Start).	Finances in place by October 04.

<b>Who benefits?</b>	<b>Action</b>	<b>Type</b>	<b>Why?</b>	<b>Resources</b>	<b>Who is responsible?</b>	<b>When?</b>
Under fives	Make Darlington a “breast-feeding friendly” environment.	P	To increase breast-feeding rates.	Fund raising programme to be finalised. £20,000 confirmed from Centre for Public Scrutiny.	Pauline Murray (Sure Start).	Finances in place by October 04.
People with long term illness.	Develop a Primary Care Mental Health Strategy.	PRS	To ensure that mental health remains a key priority for development.	Funding to be confirmed for new types of workers.	Nonnie Crawford (PCT).	March 05.
People with long term illness.	DBC and Darlington PCT to work with Darlington Partnership to deliver a programme of action that delivers improvements in respect of the wider determinants of health.	PRS	To tackle the factors which contribute to ill health.	Core funding and project funding to be agreed.	Steve Rose (Darlington Partnership)/ Paul Davison (PCT)/David Plews (DBC).	Review Health Improvement and Social Inclusion action plan in March 05.
People with long term illness.	Develop healthy lifestyle services for those who are obese and have related disorders.	P	To prevent further ill health.	PCT funding to be confirmed.	Nonnie Crawford (PCT).	March 05.

<b>Who benefits?</b>	<b>Action</b>	<b>Type</b>	<b>Why?</b>	<b>Resources</b>	<b>Who is responsible?</b>	<b>When?</b>
Disabled people and their families.	Increase the number of accessible public buildings.	R	To secure fairer access to services.	Existing resources.	Guy Metcalfe (DBC).	Ongoing. Disability Discrimination Act Compliance required from October 04.
Disabled people and their families.	Develop a better understanding of the social model of disability among service providers.	PRS	To prevent discrimination.	Fund raising programme ongoing.	Darlington Association on Disability.	Ongoing.
Disabled people and their families.	Purchase and fit smoke alarms for those with a hearing impairment.	S	To increase the personal safety of people with a hearing impairment.	Funding to be sought from DBC.	Ian Dockerty/ Dave Elms (Fire Service).	Project commences by March 05.
BME community.	Analyse take-up of social housing in Darlington and implement a plan to improve the numbers of under-represented groups.	RS	To facilitate fair access to services.	Existing resources.	Pauline Mitchell (DBC).	March 05.

<b>Who benefits?</b>	<b>Action</b>	<b>Type</b>	<b>Why?</b>	<b>Resources</b>	<b>Who is responsible?</b>	<b>When?</b>
BME community.	Secure higher local profile for the County Durham and Darlington Race Equality Council, by signing a service level agreement between the Council and DBC.	PR	To raise awareness among BME groups of services available to them.	Existing resources.	Tony Lindsay (CDDREC)/ David Plews (DBC).	March 04.
BME community.	Produce baseline assessment of the educational attainment of children from a BME background and develop performance improvement targets.	P	To improve the educational attainment of BME children.	Existing budgets.	Gail Bowen/ Julian Kenshole (DBC).	January 05.
BME community.	Examine the feasibility of using food as a way of promoting cross-cultural contact and to deliver a multi-cultural community event based around food.	P	To facilitate community cohesion.	Could entail a multi-cultural approach to an existing event.	Kari Vickers (DBC)/Events Manager (DBC) /small business involvement.	August 06.
Minority faith groups.	Resources provided to education providers about managing new legislation on religion or belief. Information provided on ethnicity in the North East.	PS	To ensure fair access to services.	Existing Learning and Skills Council Resources.	Learning & Skills Council Tees Valley.	Ongoing.

<b>Who benefits?</b>	<b>Action</b>	<b>Type</b>	<b>Why?</b>	<b>Resources</b>	<b>Who is responsible?</b>	<b>When?</b>
Minority faith groups.	Examine the feasibility of facilitating an inter-faith and inter-denominational structure in Darlington, and whether a youth worker could support this development.	PR	To improve community cohesion.	Possible availability of Government Office North East underspend (£10,000).	Community Safety Partnerships (independent organisation)/ Darlington Partnership/ faith leaders (to be identified).	October 04.
People who are unemployed or receiving a low income.	Continue to deliver targeted schemes such as “Firthmoor into Work” and “Central into Work”.	R	To raise average household income levels.	Project funding as required.	Gwenda Lyn Jones.	Ongoing.
People with previous criminal convictions	Ensure those with spent or unrelated criminal convictions are not discriminated against during the recruitment process.	PR	To provide fairer access to employment. DBC to acts as exemplar employer.	Existing resources.	Maggie Swinden (DBC).	Ongoing.
Carers	To better involve carers in planning the care of the person they look after	S	To allow carers to gain more control over their own lives.	Existing budgets.	Carers’ Strategy Steering Group/ Lisa Holdsworth.	Improvements delivered by March 05.

<b>Who benefits?</b>	<b>Action</b>	<b>Type</b>	<b>Why?</b>	<b>Resources</b>	<b>Who is responsible?</b>	<b>When?</b>
Lesbian, gay, bisexual and transgender people	Raise awareness of changes in legislation that outlaw discrimination on the grounds of sexual orientation.	PRS	To prevent discrimination.	Existing resources.	Maggie Swinden (DBC) / Inclusion Implementation Group.	Incorporate into Equalities training programme and relevant policies from October 04.
Lesbian, gay, bisexual and transgender people	DBC to work with Police to tackle homophobic/racist bullying in schools.	PRS	To prevent discrimination and tackle existing bullying.	Existing resources.	Sergeant Paul Robinson.	March 05.
Refugees and asylum seekers	Asylum seekers Steering group to develop a web presence.	R	To raise visibility of this community and publicise services available for asylum seekers.	Existing resources.	Chris Burke/ Lorraine Walkden (DBC).	March 05.
Refugees and asylum seekers	Examine the feasibility of establishing a cross border specialised Supporting People service for Tees Valley, focusing on the needs of new refugees.	R	To provide better support for vulnerable people.	Existing resources.	Chris Burke/Jeanette Crompton (DBC).	March 05.



<b>Who benefits?</b>	<b>Action</b>	<b>Type</b>	<b>Why?</b>	<b>Resources</b>	<b>Who is responsible?</b>	<b>When?</b>
Gypsies and travellers	DBC to publicise contact details of nominated Gypsy Liaison Officer.	RS	To facilitate fairer access to services.	Existing resources.	Keith Atkinson (DBC).	December 04.
Gypsies and travellers	DBC to improve its staff's understanding of who in each department takes lead responsibility for providing services to Gypsies and travellers.	S	To deal with enquiries more efficiently.	Existing resources.	Keith Atkinson (DBC).	December 04.
Gypsies and travellers	DBC to investigate feasibility of linking Supporting People Strategy to the specific needs of the Gypsy and traveller community.	R	To facilitate fairer access to services.	Supporting People funding allocation to be confirmed.	Jeanette Crompton (DBC).	March 05.
Gypsies and travellers, BME Community	To develop a shared multi-agency approach to the monitoring and recording of racist incidents.	S	To understand patterns of discriminatory behaviour.	Existing resources.	Sergeant Paul Robinson (Community Safety Partnerships)/ David Plews (Policy Unit).	October 05.

## Chief Executives' Noticeboard

We asked people what message they would send about social inclusion to the officers responsible for running all the different companies and organisations within Darlington. This is what they said:

“Put budgets to one side and think about people.”

“Keep working together to challenge and tackle discrimination. You need to take risks to open doors and create opportunities for people.”

“Be brave. Use legislation and policies to develop a pro-active and open approach to social inclusion and equalities.”

“Have you been on a disability equality training course recently?”

“Tolerance and plurality are slippery issues. You need to discuss them within your organisation.”

Be more positive now and the future will look brighter.”

“Offer support to those most likely to be at risk of discrimination.”

“Don't just fob people off with words and no action.”

“From the Chief Executive to the cleaner, social inclusion has to mean something.”

## Conclusion

There were a number of recurring themes in the consultation undertaken for the development of this strategy.

Changing attitudes among those with power was a key one. This was about ensuring that people who might be at a higher risk of discrimination and disadvantage are given a fair chance. Persuading agencies that their actions, rather than those of individuals, may actually cause social exclusion has been another important point. And many people observed that the way that agencies provide services for people in Darlington often widens, rather than diminishes, the gap between those at higher risk of exclusion and those at a lower risk. A fourth point related to the importance of working to prevent discrimination and disadvantage in the first place rather than trying to fix things when they have gone wrong.

This strategy will help us to do those things in Darlington, but they will be unachievable without your help. Because social inclusion is not about other people. It is about everyone. You, your family, your local school, the people who live in your street. We are all together in one place. By working together, we can make a difference.

Darlington Partnership is responsible for delivering this strategy. Together with Darlington Borough Council, it will be responsible for scrutinising progress.

If you have any comments about this strategy, please contact:

Policy Advisor (Social Inclusion)  
Chief Executive's Office  
Darlington Borough Council  
Town Hall  
Darlington  
DL1 5QT

01325 388023

[david.plews@darlington.gov.uk](mailto:david.plews@darlington.gov.uk)

## Key Contacts

### Young People in the care of Darlington Borough Council

- Alison Walton, Assistant Director and Head of Children's Services, Social Services Department, Darlington Borough Council, Central House, Gladstone Street, Darlington, DL3 6JX. 01325 346883.  
alison.walton@darlington.gov.uk
- Liam Cairns, Investing in Children Officer, Investing in Children, Moor Chambers, 23-6 Front Street, Framwellgate Moor, Durham, DH1 5EJ. 0191 386 7485.

### Those over the age of 85

- Bill Drumm, Provider (Disability) Team Leader, Darlington Borough Council, Central House, Gladstone Street, Darlington, DL3 6JX. 01325 346256.  
bill.drumm@darlington.gov.uk
- Steve Murphy, Missioner, Darlington Town Mission, c/o Friends Meeting House, 6 Skinnergate, Darlington, DL3 2NB. Stmur@aol.com
- Geoffrey Crute, Chief Officer, Age Concern, Bradbury House, Beaumont Street, Darlington, DL1 5SX. 01325 362832.
- Jack Bethel, Alzheimer's Disease Society, 407 North Road, Darlington, DL1 3BN.

### Those under the age of 5

- Chris Archer, Head of Early Years, Education Department, Darlington Borough Council, Town Hall, Darlington, DL1 5QT. 01325 388847.  
chris.archer@darlington.gov.uk
- Pauline Murray, Sure Start Co-ordinator, Sure Start, McNay Street, Darlington. 01325 487718. pauline.murray@darlington.gov.uk

### People with long term illness

- Maureen Crawford, Director of Public Health, Darlington Primary Care Trust Dr Piper House, King Street, Darlington, DL3 6JL. 01325 746117.  
Maureen.Crawford@darlingtonpct.nhs.uk
- Jean Morley, Committee Member, Darlington Coronary Support Group, 37 Fairfax Road, Virginia Estate, Middleton St. George, Darlington, DL2 1HF.
- Helen Mills, Chief Executive, Darlington MIND, St Hilda's House, 11 Borough Road, Darlington, DL1 1SQ. 01325 283169. office@darlington-mind.freereserve.co.uk

### Disabled People

- Gordon Pybus, Chairman, Darlington Association on Disability, 20-22 Horsemarket, Darlington, DL1 5PT, 01325 489999.  
gordon@darlingtondisability.org
- Tom Stebbings, Committee Member, Darlington Society for Mentally Handicapped Children and Adults, 71 Rivergarth, Darlington, DL1 3SN
- EJ King, Committee Member, Darlington Society for the Blind, 39 Caledonian Way, Darlington, DL1 3RJ.
- P Reese, Honorary Secretary, Darlington and District Deaf Club, 34 Skirlaw Road, Newton Aycliffe, DL5 5PN.

### Black and Minority Ethnic Communities

- Tony Lindsay, Director, County Durham and Darlington Race Equality Council, CVS Building, Church Row, Darlington, DL1 5QD. 01325 283900.  
ddcrec@care4free.net
- Mr and Mrs Ma, Committee Members, Darlington Chinese Association, Eastern Bamboo Chinese Restaurant, 194 Northgate, Darlington
- Matiur Rahman, Secretary, Darlington Bangladeshi Association, 46 Brook Terrace, Darlington, DL3 6PJ

### Minority Faith Groups

- Tony Lindsay, Director, County Durham and Darlington Race Equality Council, CVS Building, Church Row, Darlington, DL1 5QD. 01325 283900.  
ddcrec@care4free.net
- Sutpal Singh, Member, Sikh Gurdwara, Louisa Street, Darlington, DL1 4ED.
- Hindu Women Cultural Association, c/o Chair, 49 Cleveland Terrace, Darlington, DL3 8HN.

### People who are unemployed or receiving a low income

- Annette Harrison, Manager, Job Centre Plus, Darlington, 01325 385144.
- Community Partnerships, c/o Shan Warren, Manager, Performance and Partnerships, Community Services, Darlington Borough Council, Horsemarket, Darlington, DL1 5PW. 01325 388678.  
shan.warren@darlington.gov.uk
- Manager, Citizen's Advice Bureau, Bennett House, Horsemarket, Darlington, DL1 5PT.
- Diane Woodcock, General Manager, Morrison's Trust, Morton Park, Darlington, DL1 4PJ

### People with spent criminal convictions

- Keith Dillon, Youth Offending Team, Community Safety Partnerships, Central House Annexe, Gladstone Street, Darlington, DL3 6JX. 01325 380651. keith.dillon@darlington.gov.uk

### Carers

- Jacki Hiles, Darlington Carers Support Project, West Lodge, West Crescent, Darlington, DL3 7PS. 01325 357533.
- Lisa Holdsworth, Development Officer, Carers and Prevention, Social Services Department, Darlington Borough Council, Central House, Gladstone Street, Darlington, DL3 6JX. 01325 346490. lisa.holdsworth@darlington.gov.uk

### Lesbian, gay, bisexual and transgender people

- Barry Birch, Community Development Manager, Gay Advice Darlington, 69 Russell Street, Darlington, DL1 1TB. 01325 252522.

### Refugees and asylum seekers

- Chris Burke, Tenancy Manager, Housing Division, Community Services Department, Darlington Borough Council, Town Hall, DL1 5QT. 01325 388544. chris.burke@darlington.gov.uk
- North of England Refugee Service, 2 Jesmond Road West, Newcastle-upon-Tyne, NE2 4PQ. 0191 245 7311. info@refugee.org.uk

### Gypsies and Travellers

- Rachel Frances Ingham, Secretary, National Association of Gypsy Women, CVS Building, Church Row, Darlington. 01325 240033.
- Keith Atkinson, Assistant Director (Public Protection), Community Services Department, Darlington Borough Council, Houndgate, Darlington. 01325 380651. keith.atkinson@darlington.gov.uk

### Social Inclusion Policy

- David Plews, Policy Advisor (Social Inclusion), Policy Unit, Chief Executive's Office, Darlington Borough Council, Town Hall, Darlington, DL1 5QT, 01325 388023. david.plews@darlington.gov.uk