



**Barking &
Dagenham**

**BAR KING & DAGENHAM
CULTURAL COMPETENCY
REVIEW
2023**

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Language used in this review

- The consultant originally followed the government advised [guidelines](#) in the terminology used in the questions and resulting report.
- ‘Ethnic minorities’ was used in the Professional Consultation to refer to all ethnic groups except the White British group.
- Ethnic minorities include white minorities, such as Gypsy, Roma, and Irish Traveller groups, referred to as GRT
- Barking & Dagenham has recently consulted on phraseology and is currently introducing the replacement of ‘Ethnic Minority’ with ‘Global Majority’ and these terms are used interchangeably
- Occasionally the phrase Black, Asian, Minority Ethnic (BAME) occurs as this was used more widely before ethnic minority/global majority was introduced

Aims of this review

- Given the shift in the ethnic profile of Barking & Dagenham in the past 20 years from majority White British (81% in the 2001 census to 31% in the 2021 census - a 62% reduction) the Council is reviewing the way in which it thinks about and delivers strategies and services to best engage with, and meet the needs of, its now global majority residents in 2023.
- Via consultation with local professionals, this review will examine:
 - The reasons global majority residents may be reluctant to access services.
 - How key strategic partners across local authority departments, criminal justice, health, and voluntary sector have adapted their policies and working practices to engage with/ meet the needs of different communities
 - Which communities services are struggling to engage with.
 - What more could be done.
- With the aim of collating emerging practice.
- Despite multiple attempts between February and April the commissioners of this review were unable to secure insights from global majority/ faith communities. The implications of this are discussed in the Key findings
- To our knowledge this is the first time a cultural competency assessment has been completed by a London borough. It follows on from the recent substance misuse needs assessment which found under-representation of certain ethnic cohorts in treatment when compared with the general borough profile.

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What is Cultural Competency?

- Cultural competence is defined in many ways but fundamentally it is the ability to communicate and interact effectively with people regardless of difference....it applies to individual behaviours but also organisational systems, processes and culture
- It is about respecting and understanding the cultural context in which service users live their lives and impacts the way they access services
- Public Health England (PHE) now the Office for Health Improvement & Disparities (OHID) in it's 2020 report examining the impact of Covid-19 on BAME communities defined it as:
 - *“The ability of providers and organisations to effectively deliver services that meet the social, faith, cultural and linguistic needs of service users”*
- The report stated *“The pandemic has shone a spotlight on the effects of discrimination on health society with far higher proportions of those with disabilities or those from ethnic minority groups dying from Covid-19*
- It is important to note, however, is that cultural competence is a process rather than an ultimate goal and is often developed in stages by building upon previous knowledge and experience.

Responding to the needs of a diverse population

- Being culturally competent is not only about respecting and appreciating the cultural contexts of service users lives. Neither is it a one-size-fits-all approach – it's about understanding the way services are delivered and responding to the needs of a diverse population.
- Cultural competence is a key aspect of providing quality services.
- This is why professionals need to be aware and gain understanding of the key issues relating to culture and how this may influence the uptake of services
- Developing this knowledge and understanding will influence the way services are delivered and could have an impact on reducing disparities in outcomes.

The goal of culturally competent services is.....

- To provide the highest quality of service to every individual, regardless of race, ethnicity, cultural background, English proficiency or literacy.
- Some common strategies for improving the service user-provider interaction and embedding culturally competent systems include:
 - Providing interpreter services
 - Providing linguistic competency that extends beyond the reception desk, and other written materials
 - Recruiting and retaining minority staff
 - Providing training to increase cultural awareness, knowledge, and skills
 - Incorporating culture-specific attitudes and values into service promotion tools
 - Locating services in geographic areas that are easily accessible for certain populations
 - Expanding hours of operation

Profile of Barking & Dagenham



- Barking & Dagenham has the highest Index of Multiple Deprivation (IMD) score in London/21st highest IMD score in England
- Child poverty is among the highest in London (50% of children live in households on the poverty line)
- 41.3% of people in Barking & Dagenham were born outside the UK

Population breakdown from 2021 census

- 44.9% White
- 25.8% Asian
- 21.4% Black
- 4.3% Mixed
- 3.6% Other

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The Changing Profile of Barking & Dagenham

- The population of Barking & Dagenham, rose dramatically after the First World War, when the London County Council built the Becontree housing estate. Completed in 1935 it was the largest council estate in the world offering “homes for heroes” and rehousing people from the slums of the East End. Today it is still considered the largest council estate in Europe.
- Around the same time, in 1931, the Ford Factory opened its doors in Dagenham, employing 58,000 people at its height.
- However, migration and an increasingly diverse and changing population now play a key part in Barking & Dagenham’s history. Since 2001 the population has grown by 33% (+54,927)
- The proportion of White British residents has also fallen from 81% of residents to 31%.
- In the space of a few years, a very significant global majority population moved into the borough from inner parts of London.

Racial Tensions in Barking & Dagenham

- Another significant part of the borough's recent history is the notorious election of British National Party (BNP) councillors in May 2006.
- The BNP secured 12 councillors in Barking & Dagenham, and narrowly missed securing a 13th – if they had put forward a candidate in every ward, they would have been the first BNP-controlled Council in the country. They lost all their seats in the 2010 local elections, and party leader Nick Griffin lost the battle to win a parliamentary seat.
- Community cohesion has been a Council priority for the last few years, with huge amounts of work taking place in this area
- It is also noteworthy that in the 2016 European referendum, 62.4% of Barking & Dagenham residents voted to leave the European Union (compared with 40.1% leave for London overall)

Barking & Dagenham Council Policies and Strategies relating to Cultural Competency

- Barking & Dagenham Council has a range of Strategies & Policies which set out how it promotes equality, diversity, fairness, and inclusion for its vibrant and diverse population.
- Sadly, the majority of these were published before the Covid-19 pandemic which brutally exposed the ongoing and corrosive impact of health inequalities which are underpinned by poverty, racism and structural inequality (*Inequality is structural when policies keep some groups of people from obtaining the resources to better their lives*).

<p><u>The Borough Manifesto 2017-2037</u></p>	<p>One of its aims is greater community cohesion and ensuring change is resident led</p>
<p><u>Updating the Equality & Diversity Strategy 2017 - 2021</u></p>	<p>When the E&D strategy expired, a decision was made to align the next strategy with the next Corporate Plan (2022-2026) (expected Autumn 2023) which sets out the major challenges related to poverty, racism and structural inequality facing the borough and its residents. While this is being drafted an Interim <u>Statement of Intent</u> is in place</p>
<p><u>Cohesion & Integration Strategy 2019 - 2024</u></p>	<p>The ambition for this strategy is to lay the foundation ‘to make Barking & Dagenham a friendly and welcoming borough with strong community spirit’ – the vision set out in the Borough Manifesto for 2037. At the heart of this is the need to reinforce the links that keep and bring people together, across opinions and beliefs, culture, ethnicity, age, sexual orientation and gender, and to ensure that no one is left behind.</p>
<p><u>Faith Builds Community Policy 2019 <u>Part 1</u> & <u>Part 2</u></u></p>	<p>A 2-part document created by Barking & Dagenham Council, interfaith charity the Faith & Belief Forum, and the Barking & Dagenham Faith Forum. The vision of this document is ‘a better connected, faith friendly borough, where people of all backgrounds feel safe, celebrated, and included’.</p>

Greater London Authority (GLA) Population and Household projections

- GLA Demography produces a range of [population projections](#) which are used to help inform planning and policy work within the GLA and across London.
- The population projection data used for this review is *trend-based* projections, which are based on a cohort component model that uses past trends in births, deaths, and migration to project future populations.

2011 to 2041 trend-based projections for the ethnic profile of Barking & Dagenham

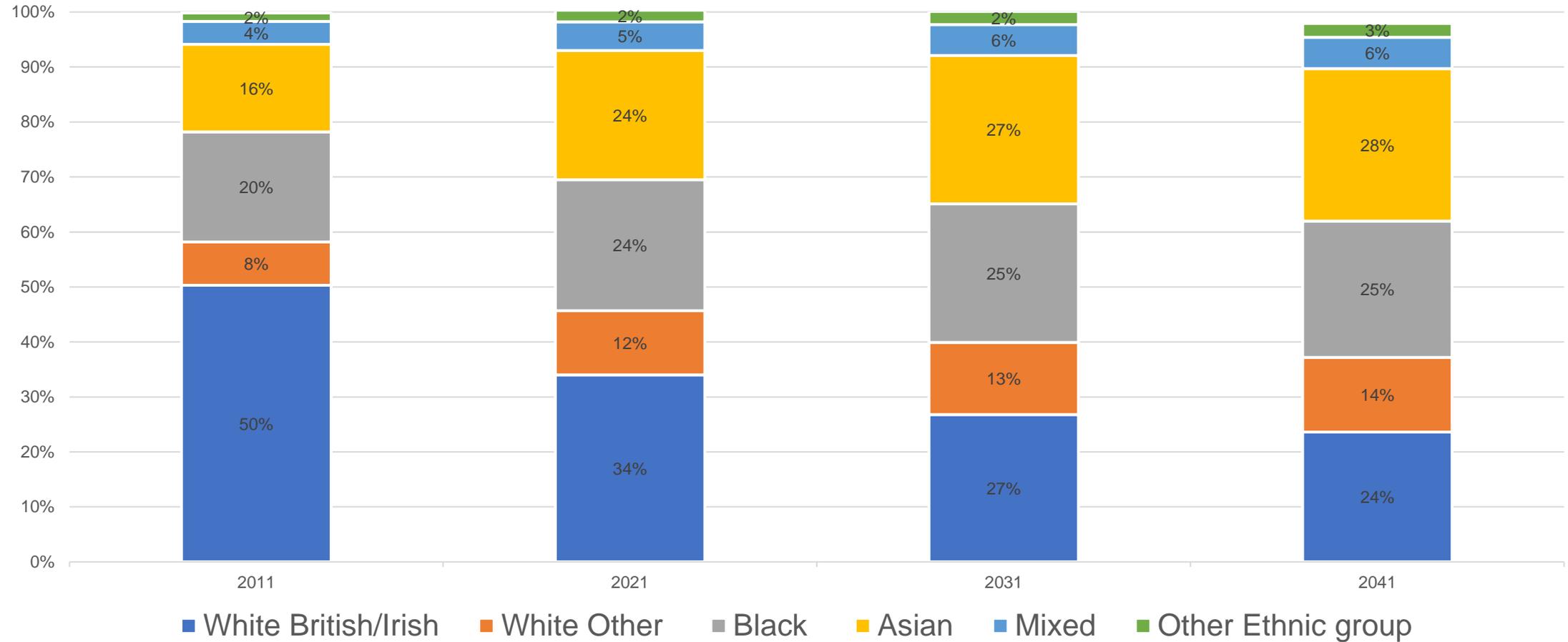
Ethnic group	2011	%	2021	%	2031	%	2041	%
White British	92,594	49.4	73,918	32.9	66,642	26.3	63,974	23.2
White Irish	1,738	0.93	1,424	0.63	1,229	0.49	1,145	0.42
White Other	14,833	7.91	26,370	11.7	33,197	13.1	37,467	13.6
BAME	78,252	41.8	122,761	54.7	152,151	60.1	172,960	62.8
ALL	187,418	100	224,472	100	253,219	100	275,546	100

- Between 2011- 2041 the Barking & Dagenham population is predicted to grow by 47%, compared to Greater London (30.4%), this represents:
 - A decline in the White British population (-53%) and the White Irish population (-55%)
 - An increase in the White Other population (+72%) and the BAME population (+50%)

Actual And Projected Population by Ethnic Group for Barking & Dagenham 2011- 2041

Ethnic group	2011	2021	2031	2041
White British/Irish	50.3%	34%	26.8%	23.6%
White British	92,594	73,918	66,642	63,974
White Irish	1,738	1,424	1,229	1,145
White Other	7.9%	11.7%	13.1%	13.6%
White Other	14,833	26,370	33,197	37,467
Black	20%	23.8%	25.2%	24.8%
Black African	28,955	40,954	48,292	53,270
Black Caribbean	5,266	6,908	8,157	6191
Black Other	3,260	5,577	7,346	8,745
Asian	15.9%	23.5%	27%	27.7%
Bangladeshi	7,769	15,029	20,534	24,591
Indian	7,503	13,395	17,139	19,896
Pakistani	8,087	13,582	16,917	19,111
Chinese	1,325	1,759	2,030	2,242
Other Asian	5,183	9,039	11,640	13,420
Mixed	4.2%	5.2%	5.6%	5.7%
White & Asian	1,262	1,969	2,334	2,518
White & Caribbean	2,695	3,765	4,583	5,200
White & African	2,151	3,009	3,413	3,694
Other Mixed	1,854	3,039	3,810	4,269
Other Ethnic group	1.5%	2.1%	2.4%	2.5%
Other Ethnic group	2,942	4,737	5,956	6,814
TOTAL	187,418	224,472	253,219	275,546

Actual And Projected Population by Broad Ethnic Group for Barking & Dagenham 2011- 2041



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Actual And Projected Population by Ethnic Group for Barking & Dagenham 2011- 2041

Ethnic group	2011	2021	2031	2041
White British	33%	33%	26%	23%
White Irish	1%	1%	1%	0%
White Other	12%	12%	13%	14%
Black African	18%	18%	19%	19%
Black Caribbean	3%	3%	3%	2%
Black Other	3%	2%	3%	3%
Bangladeshi	7%	7%	8%	9%
Indian	6%	6%	7%	7%
Pakistani	6%	6%	7%	7%
Chinese	1%	1%	1%	1%
Other Asian	4%	4%	5%	5%
White & Asian	1%	1%	1%	1%
White & Caribbean	2%	2%	2%	2%
White & African	1%	1%	1%	1%
Other Mixed	1%	1%	1%	2%
Other Ethnic group	2%	2%	2%	2%
TOTAL	101%	100%	100%	98%

Owing to rounding up, percentages may not equal 100%

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Professional Consultation

A range of local professionals participated in this review, considering:

- The reasons global majority residents may be reluctant to access services.
- How key strategic partners across local authority departments, criminal justice, health, and voluntary sector have adapted their policies and working practices to engage with/meet the needs of different communities.
- Which communities services are struggling to engage with.
- What more could be done.

Their responses have been incorporated into the Key findings and Recommendations.

Professional Consultation

27 professionals from the following services/departments were represented in the consultation:

- Barking & Dagenham Council (Multi-Agency Risk Assessment Conference (MARAC), Community Safety, Specialist Intervention Service, Parental Substance Misuse, Mental Health Services, Public Health, Commissioning, Vocational Support Services, Universal Services, Youth Offending Services (YOS) and Provider Quality & Improvement)
- Substance misuse services (CGL St Luke's Service (adult)/WDP Subwize (YP))
- Domestic abuse services (Cranstoun, Refuge)
- Criminal Justice (Probation, Police)
- Pause

Not all services that were approached engaged with the review

Key Findings

No uniform standard for collection of ethnicity data.

It was not possible to compare a snapshot of the ethnicity profile of the services consulted against the borough profile as some did not collect that information e.g., those accessing drop ins, or it was in a variety of formats/ timeframes and levels of granularity.

No lived experience input from faith/global majority communities into the review.

Multiple attempts between February and April by the commissioners of this review and the consultant to engage faith/ global majority communities to participate in this review proved unsuccessful. The goal was to gain authentic insight into the potential barriers preventing global majorities and faith groups accessing services. One replied stating that their focus was on supporting their communities with the cost-of-living crisis. This leaves an obvious weakness in the review and is addressed in the Recommendations.

Key Findings

Many agencies have no influence over the ethnicity profile of their service users.

Many of the organisations surveyed receive referrals from statutory bodies and therefore lack the ability to target specific communities as their service users are predetermined e.g., Adult Social Care, Police, Probation. Despite this the consultant felt that staff working in Barking & Dagenham were working in a culturally competent way, even if it wasn't named as that. There were multiple examples of innovative working practices and policies employed to engage the diverse communities within the borough. (these are detailed in the Appendix word document designed to be read in conjunction with this PowerPoint - *In-depth Key Findings*)

Some shift observed in the ethnicity profile of service users in the past 5 years.

Half of the organisations had observed a shift in the ethnicity of their service users over the past 5 years from White British to more Asian and Eastern European clients. However, some agencies still had a majority of White British clients e.g., substance misuse/care homes, or had always seen a disproportionate level of individuals from global majorities e.g., Criminal/Youth Justice System (CJS/YJS).

Key Findings

Most prevalent barrier to accessing services perceived as language.

The most commonly perceived barrier to global majorities accessing services was language and therefore not being aware of the local services available. Additional barriers cited included:

- Culturally embedded mistrust of authorities.
- Communities preferring to keep issues within their communities.
- The cultural normalisation of issues such as substance misuse and domestic abuse.
- Stigma/shame.
- Not being able to access services (e.g., those with No Recourse to Public Funds (NRPF))

Gypsy Roma Travellers (GRT)/ Irish Travellers and Eastern Europeans cited as communities hardest to engage.

Agencies cited Gypsy Roma Traveller (GRT) as the community they most struggled to engage followed by Eastern European. Further groups cited where ethnicity could be an exacerbating factor were:

- Romanian children at risk of child trafficking and modern slavery.
- Young people impacted by knife crime.
- Women facing domestic abuse.
- The Lesbian, Gay, Bi-sexual, Trans and Queer (LGBTQ) community.

Key Findings

Some successes cited engaging Youth Offenders, Eastern European, Rough sleeper and LGBTQ communities.

- Young offenders: The Youth Justice Board (YJB) takes steps to ensure the workforce reflects the ethnicity of the communities it is working with.
- Eastern European: Specialist funded outreach team to work with Eastern European community around domestic abuse.
- Rough sleepers (which incorporates global majorities): via warm buildings, welcoming staff, hot food, and clothes in a 1-stop-shop offering access to multi-disciplinary support partners.
- LGBTQ cohort (which incorporates global majorities): In the aftermath of the Stephen Port case a meeting was convened for the LGBTQ community in Barking Town Hall and had a Gay Muslim man speaking.

Multiple examples of policy and working practice adaptations cited to engage global majorities, categorised as:

- Flexible and easy to access services.
- Engagement with faith groups & local communities.
- Overcoming of language barriers.
- The practice of matching ethnicity between clients and staff.
- Ethnically diverse teams which reflect the community.
- Employing cultural competency.

Key Findings

Every one of the surveyed organisations completed some form of Equality Diversity & Inclusion (EDI) or Unconscious bias training on an annual mandatory basis.

- Every one of the surveyed organisations completed some form of EDI or Unconscious bias training on an annual mandatory basis.
- Two teams cited 'informal learning' from colleagues by bringing in food to share and discuss their culture.
- Local domestic abuse charities train local community businesses on how to identify domestic abuse and what to do next. They also use EDI themes for discussion within their team meetings.

Further training cited by organisations included:

- Cultural competency
- Inclusive leadership
- Trauma informed practice which has cultural elements.
- Anti-discriminatory practice
- Diversity/values and understanding cultural perceptions and viewpoints.

Recommendations

- The following 10 Recommendations are based on the key findings, opportunities and challenges that emerged over the course of the review.
- Given the projected trajectory of the shift in ethnicity profile in Barking & Dagenham over the next 20 years, the partnership is encouraged to prioritise the following actions to address the corrosive impact of health inequalities which are underpinned by poverty, racism and structural inequality and meet its Borough Manifesto ambition:
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Recommendations

1. Consider this review as part of the wider suite of Barking & Dagenham Council strategies and policies re Equality Diversity and Inclusion:

- The Borough Manifesto 2017 - 2037
- The Corporate Plan 2022 - 2026 (or will there be a new Equality & Diversity Strategy)?
- Cohesion and Integration Strategy 2019 - 2024
- Faith Builds Community Policy (Part 1 & 2)

Recommendations

2. Consider cultural competency when reviewing/updating organisational Strategies and Policies

- When reviewing/updating strategies/policies consider the shift in the ethnic profile of Barking & Dagenham and if cultural competency can be embedded within it, and if an Equality Impact Assessment (EIA) is required.

3. Continue to seek out lived experience insights from Faith/global majority communities to feed into reviews.

4. Embed Standardised collection of ethnicity data

- Where it is not routinely collected recommend that organisations improve the collection of ethnicity data to an agreed standardised format in order that organisations can audit themselves against the 2021 census ethnicity profile for Barking & Dagenham (see Slides 14 & 16) to highlight potential under/over representation.

Recommendations

5. Agreed/shared definition of cultural competency across Barking & Dagenham

Council and partner organisations e.g., CJS, voluntary sector and NHS to agree a shared definition of cultural competency and pledge to work towards adopting this in their policies, working practice and communications.

6. Convene an event to promote cultural competency.

With the aims of:

- Sharing the key findings of this review.
- Agreeing a shared definition of cultural competency.
- Sharing best practice.
- Pledging to continually review organisational policies and practices to become more culturally competent.

Recommendations

7. Organisations to strive to be more culturally competent following the principles identified in this review and the collated best practice.

- Services are flexible and easy to access with co-located services and satellites in community hubs.
- Faith groups & local communities are engaged via focus groups/community leaders to address identified need, build up trust, break down barriers and co-produce projects.
- Language barriers are considered and addressed.
- The practice of matching ethnicity between clients and staff is utilised
- Teams are ethnically diverse reflecting the community.
- Training is rolled out to increase cultural awareness, knowledge, and skills.
- Nuanced, innovative methods of engaging global majorities are employed, for example via:
 - Assertive outreach to parks/estates
 - Food banks, clothing banks or baby banks rather than solely through faith groups.
 - Videos of the team explaining the offer on a what's app.
 - Postcards (in key languages) as letters may go unopened.

Recommendations

8. Continue to address language barriers.

Via the continued use of:

- Language line
- Interpreters
- The collation of a spreadsheet of languages spoken within the organisation (where feasible and client facing).
- Literature and Communications translated into key languages (all literature should emphasise the free, non-judgemental nature of the service which will not impact immigration status to overcome some cultural assumptions).
- Leaflet drop in certain languages through people's letterboxes.

Recommendations

9. Address potential unmet need in specific communities.

- **Gypsy Roma Traveller**

- Via an audit of GRT on caseload.
- Shared best practice re GRT from Probation Service (see Golden thread commissioned services) and Refuge.
- Contact/commission the specialist GRT charity [Traveller Movement](#) for advice/training re how to address barriers to access within this community and challenging potential cultural norms re substance use and domestic abuse.
- Specialist outreach (where need is identified).

- **Eastern European**

- Via shared best practice from Refuge.
- Engaging Eastern European community groups accessing Community Safety Grant Scheme for best practice re supporting these communities.
- Contacting relevant embassies.
- Challenging potential cultural norms re substance use and domestic abuse.
- Specialist outreach (where need is identified).

Recommendations

10. Maintain commitment to Induction/ annual training around topics which nurture cultural competence such as:

- Equality Diversity & Inclusion (EDI).
- Unconscious bias.
- Cultural competency.
- Inclusive leadership.
- Trauma informed practice which has cultural elements.
- Anti discriminatory practice.
- Diversity/values and understanding cultural perceptions and viewpoints.
- Where the organisation size merits it, consider the creation of EDI networks where colleagues can share challenges, opportunities, best practice and invite guest speakers.
- Training should incorporate the train the trainer model and those with lived experience.
- Informal learning via:
 - Teams bringing in food to share and discussing their culture.
 - EDI themes used for discussion in team meetings.