REACH

An independent report to Government on raising the aspirations and attainment of Black boys and young Black men

REACH

An independent report to Government on raising the
aspirations and attainment of Black boys and young Black men

This is an independent report commissioned by Government. The REACH report and recommendations reflect the views of the REACH group, not those of the Government, or Government policy.

Cover photo: Shola Dadson, Eastlea Newham School
Photo of Clive Lewis, Chair of REACH. Gloucester Echo

75% recycled
This publication is printed
on 75% recycled paper

August 2007

Product Code: 07 REU 04778

Contents

There are three annexes:

Foreword by REACH Chair

Almost every week there are reports of the educational failure of young Black men; of increasing gang membership and criminality including murder; of deprivation; and over-representation in prison and mental health institutions. Usually these reports are followed by calls for something to be done about schools, or absent Black fathers, or Black culture, or media strategies.

But there is another less often reported story of schools with outstanding leadership providing excellent educational attainment results for young Black men; of Black men actively involved in providing support, leadership and role models not just for their own children but also through mentoring programmes to thousands of young Black men; of church and community organisations providing alternatives to the activities of gangs; of music and culture being used to develop positive self images; of organisations tackling institutional racism.

In the last year we have met many of the outstanding individuals and organisations who are achieving great results. At the moment these examples are patchy and piecemeal but they have given us real hope for the future. Our report is therefore based on these real examples of how holistically and collectively we can make a difference. The recommendations need the support of Government, schools, local authorities, community organisations, parents and young people themselves. Without that support and action they will fail. There is a huge opportunity here; focussing our collective effort on raising the aspirations and achievement of young Black men will enable them to be more connected and engaged with wider society and more able to make an even greater contribution economically, culturally and politically to Britain.

We do of course recognise that any workable solution for Black male underachievement is unlikely to create overnight change – it is most likely to help our children and grandchildren. Solutions, of course, have to begin now.

The package of recommendations proposed by the REACH group is focussed on tackling and eliminating the root causes of problems, not just the headline issues. In doing so, the benefits will not be restricted to Black boys and young Black men. The entire country will benefit. Raising aspirations and attainment among Black boys and young Black men will create a more skilled workforce, reduce crime and the fear of crime, decrease the pressure on the criminal justice system, and provide a boost to the British economy.

I would like to thank the members of the REACH panel for their many long hours of work and commitment in bringing this report to life. I also want to thank Mark Carroll, Helen Judge and staff at the Race Equality Unit in the Department for Communities and Local Government for the support they provided to help the panel deliver this report.

Finally, I recognise that this report is just the beginning of a process, and only becomes authoritative when its recommendations are accepted and implemented across the communities of the country. I believe that the REACH panel has delivered a strong, workable set of recommendations that can bring about real change to the lives of Black boys and young Black men across the country. I hope you will join me in pressing our case to make sure that we achieve this.

Clive Lewis
Chair, REACH

Executive Summary

Black boys and young Black men face serious challenges in every sector of society. They are less likely to do well at school, more likely to be unemployed and much more likely to become involved in the criminal justice system than their peers.

There are, of course, many examples of Black boys and young Black men who excel at school, university and in all areas of life. But these young Black men are currently the exception rather than the rule.

As well as the many success stories from individual young people, there are many very different, community based organisations and schools making real, life-changing contributions to Black boys and young Black men. In many cases even those boys considered statistically 'at risk' can be helped to thrive.

These success stories should be replicated across the country. The REACH recommendations are aimed at doing just that, by creating a nationwide, cohesive strategy to change the structures and practices that hold back successful boys, organisations and schools.

Background

REACH is one of a series of project groups set up as successors to the Stephen Lawrence Steering Group (LSG) and the Race Equality Advisory Panel (REAP). It was established in February 2006, has been chaired by Clive Lewis, and its focus has been on **raising the aspirations and achievement among Black boys and young Black men, enabling them to achieve their potential**.

This is an independent report commissioned by Government. The 25 members of the REACH group were drawn from a variety of fields including the voluntary and community sector, education, local authorities, academia and law enforcement. Most members have direct experience of front-line working, and include representatives from many of the recognised leading voluntary sector organisations on this issue.

As part of the research, PricewaterhouseCoopers were commissioned and estimated the potential economic benefit of removing the underachievement of Black boys and young Black men at about £808 million a year.[1] The major components of the estimates are the costs associated with over-representation in the Criminal Justice System and reduced gross earnings and taxes associated with educational underachievement. The costs, if they continue over the next 50 years without any change, would amount to approximately £24bn.

Summary analysis

The need for more Black male role models and more positive images of Black men

The image of Black boys and young Black men portrayed through the media is not a positive one. More and more research suggests that where children are without positive role models, they will seek them from the world of fantasy and the media. There is plenty of evidence that supports the benefits of children coming into contact with positive role models. These benefits include higher expectations, setting goals and generally 'aiming high'.

---

[1] Based on 2006 data.

The lack of national high profile positive Black male role models has led a number of local community groups to set up small-scale role modelling programmes, many with significant success. However, these have limited resources and intentionally local horizons. Despite the many local success stories, there has never been a serious attempt to develop a role modelling framework for Black boys and young Black men at a national level.

Recommendation 1

The Government should introduce a structured national role model programme for Black boys and young Black men

The role of the Voluntary and Community Sector

Many of the organisations at the forefront of tackling underachievement amongst young Black men are small in scale and face significant barriers. Many do not have the experience, time or expertise to apply for government funding opportunities, and there is not a cohesive network where different organisations can share and learn best practice from each other. In many cases the smaller organisations are still not recognised by key stakeholders such as schools.

Despite this, many of these organisations are producing spectacular results that buck national trends. Key to this success often lies in the fact that they are deeply embedded within the African-Caribbean community and are best suited to gaining the trust of the boys themselves and delivering the services they need.

One of the most successul ways of overcoming the barriers facing small voluntary and community organisations is for them to form consortia to make their voice heard, share good practice and resources.

Recommendation 2

Voluntary and Community Sector organisations working to support Black boys and young Black men should form Black-led Consortia, supported by the Government

The role of family-school partnerships

Academics have long recognised that, outside of school, the single most important contributing factor in a child's educational attainment is their parents. Parents play a critical role in supporting their children to get the most out of their education and most successful schools invest a great deal in terms of involving parents and working in partnership with them to achieve good results.

But some parents find it hard to engage with teachers and schools, and Black parents often feel that they face additional barriers, including teacher perceptions and stereotyping of Black boys and Black families. This leads to them feeling disempowered and disengaged.

A closer working relationship is desperately needed, where schools are actively engaged in ongoing dialogue and work with parents. This would be best achieved by launching a national framework for establishing these partnerships.

Recommendation 3

The Government should construct a national framework for family-school partnerships, ensuring that the needs of Black families are integral to the framework

---

The role of Education

Schools must be the starting point for any step-change in achievement and aspirations. The education system is the driver and measure of attainment, and one of the main seed-beds of aspirations among young people. Good schools and committed teachers can and do make a tremendous contribution to raising the achievement of Black boys and young Black men, but the opposite is also true: there is much more that education professionals can do.

Many of those interviewed during the REACH project expressed concern that the system itself was stacked against Black boys; through low teacher expectations, an exclusive curriculum and poor exclusion policies. This concern is supported by many academics' work highlighting the need for schools to take more seriously their duties towards Black pupils.

This should be picked up by the inspection framework, but often isn't. Although Ofsted inspectors are trained in race equality issues, the REACH consultations, and independent research evidence, indicated that they vary greatly in the degree to which they address these issues, and few take them into account seriously when giving an overall judgement to a school. The existing race duties provide a strong framework for raising the attainment of Black boys and young Black men but much more needs to be done to ensure that these duties are carried through in practice.

Recommendation 4

Ofsted, DCSF and relevant field forces (such as School Improvement Partners) should take urgent steps to strengthen exiting systems to ensure that:
(a) Ofsted effectively and consistently report on schools' delivery of their race equality duties, and;
(b) Relevant field forces challenge and support schools in their delivery of those duties.
Note – Field forces are a group of experts whose function is to support and challenge as necessary, LAs and schools with a view to raising standards. Examples of field forces include the National Stratagies, School Improvement Partners and LA consultants.

Driving the agenda forward

It is important that structural changes are made in Government to ensure that not only these recommendations are taken forward, but further measures are also taken to address the ongoing inequalities.

The stakeholder events uncovered a deep level of cynicism that REACH would produce 'just another report', which would fail to deliver real change on the ground. The recommendations in this report are deliberately output and outcome-focussed to ensure that progress in delivery can be monitored, evaluated, and shown to interested stakeholders. In order to do this monitoring, and to drive forward implementation, a taskforce should be established.

In order for the REACH recommendations to be taken seriously by Black communities, there should also be clear evidence that there is buy-in from the top political level. The REACH group feel that the best way for this to be done would be through the creation of a specific post for Minister for Race. Whilst responsibilities for race equality are within a current ministerial portfolio, this does not amount to a specific post with the profile of, for example, the Minister for Women.

Recommendation 5

Communities and Local Government should appoint a taskforce (with a time-limited remit) that will drive forward the delivery of the REACH recommendations, within the wider achievement agenda for Black boys and young Black men, reporting to a Minister for Race.

How the recommendations tie together

These recommendations are intended to act together to establish a new framework within which Black boys and young Black men can thrive. It is intended that each of the new structures should interact with the others. A local consortium might, for example, include a provider of an after-school club for parents and children. This club might, in turn, utilise resources from the national role-modelling structure, which should be reflected positively within the school's Ofsted report.

Although these recommendations are aimed initially at Government, responsibility for their delivery is much broader. It will require a large, coordinated effort on the part of all of the key stakeholders – the Government, voluntary organisations, schools, families, the media, and Black boys and young Black men themselves.

What will success look like?

Overall, we would expect to see the following outputs by 2010:

Role Models

- Strong well-resourced networks of positive Black male role models both at the national level, acting as "champions", and at the local level, able to proactively engage and work with Black boys and young Black men

- Good resources for use in schools etc showcasing positive Black male role models, in the work and home environments, at national and local levels

- Positive images, portrayals and stories about Black boys and young Black men in the broadcast and print media, at national and local levels, accompanied by a move away from the negative stereotyping currently surrounding Black boys and young Black men

Family-School Partnerships

- Publication of a best practice document for disseminating existing good practice in family-school partnerships, looking in particular at involving Black parents and families

- Development of a national framework for family-school partnerships, with a particular focus on engaging and involving Black parents and families

- Most schools nationally agreeing to implement the framework locally

Community groups

- More Black boys and young Black men helped by third sector organisations

- Improved funding for the Black voluntary and community sector – more longer-term funding for third sector organisations to increase sustainability; an increase in the turnover of third sector organisations focussed on raising the aspirations and attainment of Black boys and young Black men; and a reduction in the number of small-scale third sector organisations in this field facing serious financial difficulties

- Development of local consortia, backed by a mechanism through which third sector organisations in this field can share good practice

Ofsted and schools

- Consistent approach to addressing race equality issues in Ofsted inspections

- Analysis of progress in achieving race equality of outcomes included in Ofsted's annual reports and the Commission for Equality and Human Rights (CEHR) assessing and monitoring Ofsted's progress in reporting on race equality

In addition, we would expect to see the following outcomes by 2020:

- Significant reduction in the attainment gap at GCSE level for Black boys

- Significant reduction in the differential exclusion rates for Black boys

- Significant change in the profile of Universities chosen by young Black men

- Significant improvements to the attainment and achievement of Black boys and young Black men resulting from increased involvement from the third sector in providing services

- Significant improvement in the representation of Black men in positions of power eg Board members in FTSE 250 companies, Cabinet members in Government, judiciary etc

- Significant improvement in self-image, self-confidence and self-esteem of Black boys and young Black men, alongside higher aspirations and expectations for themselves

- Significant improvement in teacher perceptions of Black boys and young Black men, alongside higher aspirations and expectations for them

- Significant improvement in the general public's perception of Black boys and young Black men, alongside higher aspirations and expectations for them

- Significant reduction in the numbers of Black boys and young Black men entering the Criminal Justice System

- Positive impact in terms of economic benefit to the economy and society (PwC work)

Next steps

The next step will be for Communities and Local Government to establish a small time-limited taskforce to take forward the REACH group's recommendations.

The taskforce will work closely with Communities and Local Government officials to develop a robust action plan (including key milestones and a delivery timetable) and success measures for the REACH recommendations.

The taskforce will then oversee the implementation and delivery of the action plan and ensure that it stays on track and delivers the expected outcomes. Evaluation will also be developed and built into the process.

Chapter 1: Introduction

1.1 Black boys and young Black men face serious challenges in every sector of society. They are less likely to do well at school, more likely to be unemployed and much more likely to become involved in the criminal justice system than their peers.

1.2   There are, of course, many examples of Black boys and young Black men who excel at school, university and in all areas of life. But these young Black men are currently the exception rather than the rule.

REACH project

1.3   The REACH group was commissioned to provide recommendations on what should be done to help raise the aspirations and attainment of Black boys and young Black men.

Establishment of REACH project panel

1.4   REACH is one of a series of project groups set up as successors to the Stephen Lawrence Steering Group (LSG) and the Race Equality Advisory Panel (REAP). It was established in February 2006, has been chaired by Clive Lewis, and its focus has been on **raising the aspirations and achievement among Black boys and young Black men, enabling them to achieve their potential.**

Aims and Objectives

1.5   The aims of the REACH project were to:

- identify issues impacting on Black boys' achievement and aspirations

- draw together existing research on these issues

- identify examples of good practice and mechanisms for their dissemination

- consider the possibility of piloting different techniques and

- improve engagement with key stakeholders, and with Black boys and young Black men themselves, to increase the effectiveness of Government policy for this group.

1.6   Having met the aims above, the objective, within the Terms of Reference, was for the REACH project group to produce as an outcome:

…a final report by March 2007, containing 5 evidence-based recommendations that will effectively raise the attainment and aspirations of Black boys and young Black men, and the stakeholders involved in the process … which will be used to influence policy-making across Whitehall and the regions whilst taking into account the experience and knowledge of group members, the experiences of young people and partner agencies in key local areas, and existing Government policy.

A new way of working

1.7   The new approach, in terms of working in partnership with experts and key stakeholders in the field, was to invite acknowledged experts across the whole spectrum of work with Black boys and young Black men, with an emphasis on groups that are actively doing work with this group and delivering on the ground.

1.8   The REACH group consists of 25 members drawn from youth services, education, the police, the juvenile justice system, academic organisations and local authorities. The voluntary sector is also well represented by leaders of a variety of respected national and local organisations.

1.9   This multi-disciplinary approach offered the potential to identify, understand and tackle the complex causes of under-attainment and low aspirations. More importantly, it maximised the potential for seeking holistic solutions and recommendations for policy and practice that are grounded in the reality of Black boys' experiences, making them more likely to have an impact.

1.10   Although the REACH group was initiated, funded and supported by Government, it had a large degree of independence, for example to decide its approach and workstreams, choose its own Chair and Deputy Chair, and arrive at its own independent recommendations.

The REACH approach

Primary research

1.11   The REACH group was very keen to engage early on with Black boys, parents, families and communities, so that their views could inform the development of its work.

London Schools and the Black Child Conference

1.12   The REACH group had a significant presence (running two workshops and an exhibition stand) at the Conference, hosted by the Mayor of London and Diane Abbott. Over 2,000 delegates attended, comprising parents, representatives from community groups, teachers, children and young people.

Community Engagement Workshops

1.13   Community engagement workshops were held in London, Nottingham, Bristol, Birmingham and Manchester – all areas with high Black African-Caribbean populations. In total, around 300 people attended the community engagement workshops including representatives from statutory agencies, local schools, voluntary and community groups, as well as parents and Black boys and young Black men themselves. Each workshop also showcased a good practice local project working with Black boys and young Black men and making a real difference to their lives.

Questionnaires

1.14   Questionnaires were distributed at the Conference and at the community engagement workshops to Black boys, parents, teachers and community group leaders. In total, 111 questionnaires were returned.

Other consultation

1.15   Further, in-depth consultation events were held with key stakeholders, including representatives from the Commission for Racial Equality, the Commission for Equalities and Human Rights, the Youth Justice Board, Ofsted, and a variety of central government departments.

Summary

1.16   Through the group members' own experiences, the community engagement workshops, questionnaire analyses and visits, REACH group members engaged with nearly 100 third sector organisations, practitioners and experts from across the country and hundreds more Black boys and young Black men themselves.

Focus

Focus on underlying causes, not presenting issues

1.17   While the REACH group was undertaking its research, the media reported leaked information from a report commissioned by the Department for Education and Skills (DfES) that concluded that in many schools there was "largely unwitting, but systematic, racial discrimination in the application of disciplinary and exclusions policies …"[2] when it comes to Black pupils. The group were also shocked and saddened at the increasing levels of gun, knife and gang crime that have been reported in recent months. It would have been easy for the REACH group to have diverted attention to these messages of the day. Instead, the group retained a focus on the underlying causes of these issues and how to raise the aspirations and attainment of Black boys and young Black men.

Focus on all Black boys and young men, not particular communities

1.18   The causes of underachievement and low aspirations vary greatly from individual to individual and from community to community. The group decided that they would not attempt to cover issues that were specific to certain communities (for example Somali communities and mixed heritage families), but rather focus on outcomes that would benefit all Black boys and young Black men (inclusive of all those with an African and/or Caribbean heritage).

Background – the need for change

Overall demographics

1.19   The Black British population is one of the most long-established ethnic minority groups in Britain, with many communities established well before the large-scale immigration of the 1950s. Today, there are established Black communities across the country, most prominently in major cities such as London and Birmingham.

---

2   *Getting it, Getting it right*, DfES, 2006.

FACT BOX[3]

- In the 2001 Census in England and Wales, 1.044m identified themselves as Black Caribbean or Black African – 2% of the population. This is increasing significantly, largely due to the growth of the Black African population which increased by 27% between 2001 and 2004 in England.

- In 2001 the majority of the Black Caribbean (61 per cent) and Black African (79 per cent) populations lived in London. A further 15 per cent of Black Caribbeans lived in the West Midlands, particularly Birmingham.

- Together the Black Caribbean and Black African populations accounted for 10 per cent of Londoners in 2001 (each accounting for 5 per cent of London's population).

- The Black Caribbean population has an older age structure than the Black African population. In 2001, 20 per cent of Black Caribbeans were under 16 years of age compared with 30 per cent of Black Africans.

- The Black Caribbean population also had the largest percentage of people of retirement age within the minority ethnic population – 11 per cent of Black Caribbeans were aged 65 and over compared with 5 per cent among minority ethnic groups overall and 2 per cent among Black Africans.

Education

1.20   Black boys are among the least likely to obtain 5 A* to C GCSEs, good A levels, and entry to the more established universities i.e. pre-1992 Institutions of Higher Education. They are (at least) three times more likely than other groups to be excluded from school.[4]

FACT BOX[5]

- Only 31% of Black African and 23% of Black Caribbean boys achieve the benchmark of 5 A*-C GCSEs (including English and maths), compared to the national average of 40%.

- Black Caribbean boys are three times more likely to be permanently excluded from school than the average.

- Young Black people are more likely to participate in higher education. In 2001/02 73% of Black African people aged 17-30 participated in higher education, and 45% of the Black Caribbean group, compared to only 38% of the White group.

- Black African and Caribbean students are significantly less likely to attend an 'old' (pre 1992) University than the average, more likely to drop out of University, and less likely to achieve a first class or upper second class honours degree.

---

[3] *Improving Opportunity, Strengthening Society, two years on*, Communities and Local Government, 2007
[4] DfES, 2006
[5] *Improving Opportunity, Strengthening Society, two years on*, Communities and Local Government, 2007

1.21   However, a recent Joseph Rowntree report[6], highlighted how Black pupils had been making more progress than others in recent years. For example, in terms of the five A*-C score between 2004 and 2005 there was an increase of 6 percentage points for Black Caribbean pupils compared to an average of 3 percentage points for all pupils.

The workplace

1.22   Young Black men are excluded, or choose to exclude themselves, by a variety of means from the official labour market, at all levels and more so as they climb up the rungs of the professional ladder. If they aspire to set up in business, they are disproportionately less likely to obtain finance to fund legitimate businesses.

Unemployment rates in 2006, for men, by ethnicity
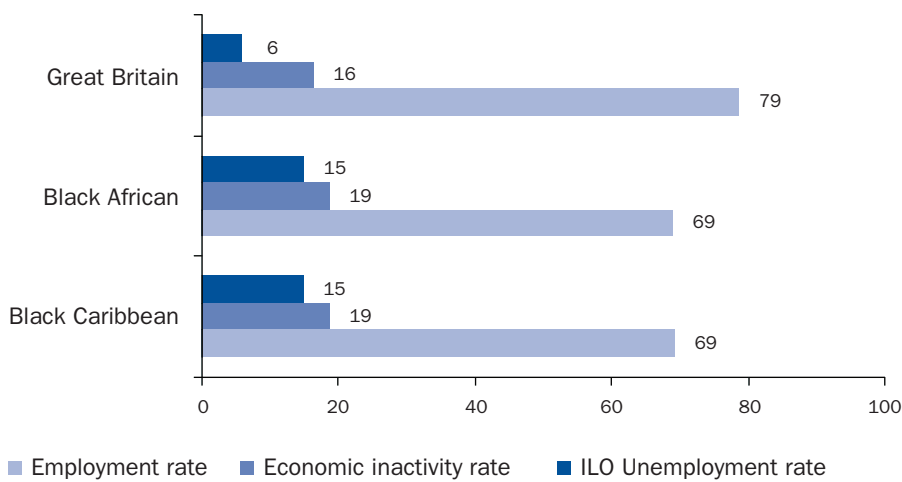
The Criminal Justice System

1.23   Black people are over-represented at every stage of the Criminal Justice System. In 2004/05, Black people were six times more likely than White people to be stopped and searched under Section 1 of the Police and Criminal Evidence Act (1984); and the arrest rate for Black people was 3.4 times that for White people. In June 2005, for every thousand Black people in the population, 7.1 were in prison. This rate was around five times higher than the rate for White people (1.4 per thousand).

1.24   Amongst youth offenders, young Black people are over-represented – forming 6% of youth offenders whilst comprising only 3% of 10-17 years olds in England and Wales.[7]

1.25   Whilst over-represented as offenders in some crime types, for example street crime and robbery, Black people are under-represented in others, for example burglary and car crime.

---

[6] Tackling low educational achievement, Joseph Rowntree Foundation, 2007.
[7] *Improving Opportunity, Strengthening Society, two years on*, Communities and Local Government, 2007

Gun, gang and knife crime

In February 2007 there was a spate of firearms homicides of Black youths in London and Manchester, highlighting once again the issue of gun crime. It is clear that young Black men are vulnerable to, and at risk from, gun and knife crime and involvement in gangs. Homicide (murder, manslaughter and infanticide) is extremely rare but there are wide disparities between ethnic groups. In the 3 years from 2002/03 to 2004/05 Black people were 5.5 times more likely than White people to be a victim of homicide. While the risk for White people was similar for men and women and all age groups, research has shown that Black victims were predominantly young men (Bullock and Tilley, 2002). Over the same period Black homicide victims were also more likely than other victims to be killed by firearms.

The REACH recommendations are not focused on tackling this issue directly. However, in creating a high aspirations and achievement culture, reducing exclusions and raising employment, more Black boys will be prevented from slipping into a dangerous sub-culture.

Arrest rates by ethnic group

White
- 27
- 26
- 26

Black
- 91
- 89
- 90

Asian
- 30
- 29
- 29

Other
- 36
- 36
- 32

Number of arrests per 1,000 population

■ 2002/3   ■ 2003/4   ■ 2004/5
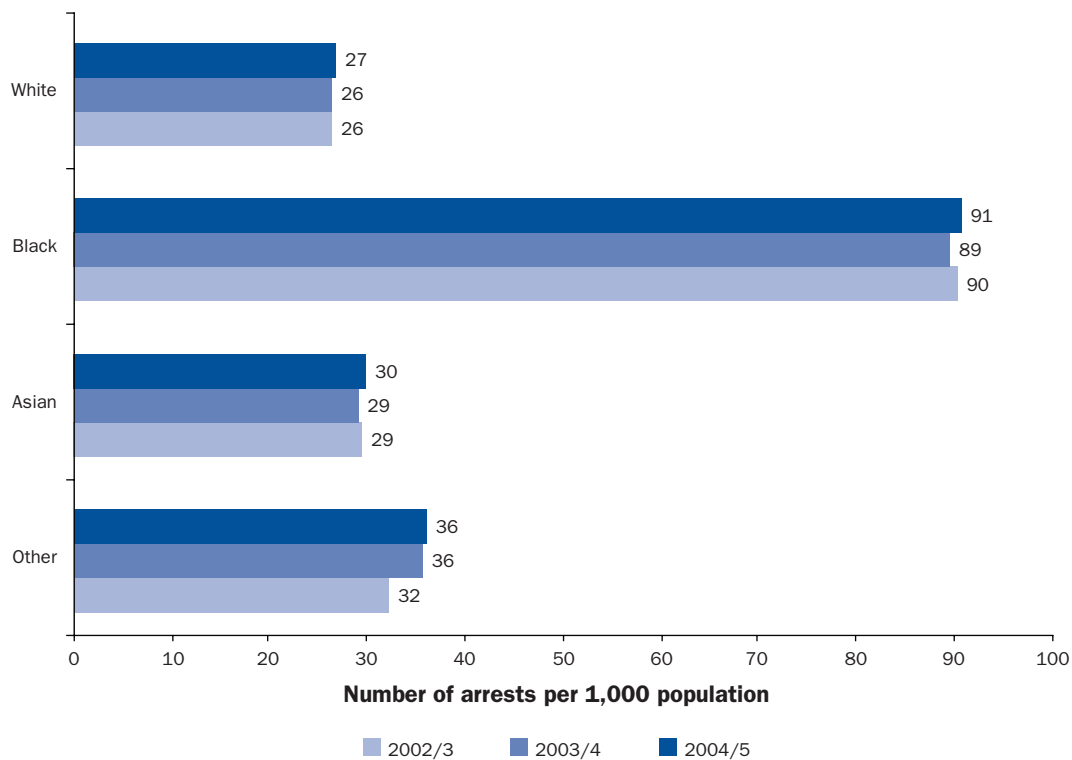
Prison population by ethnic group
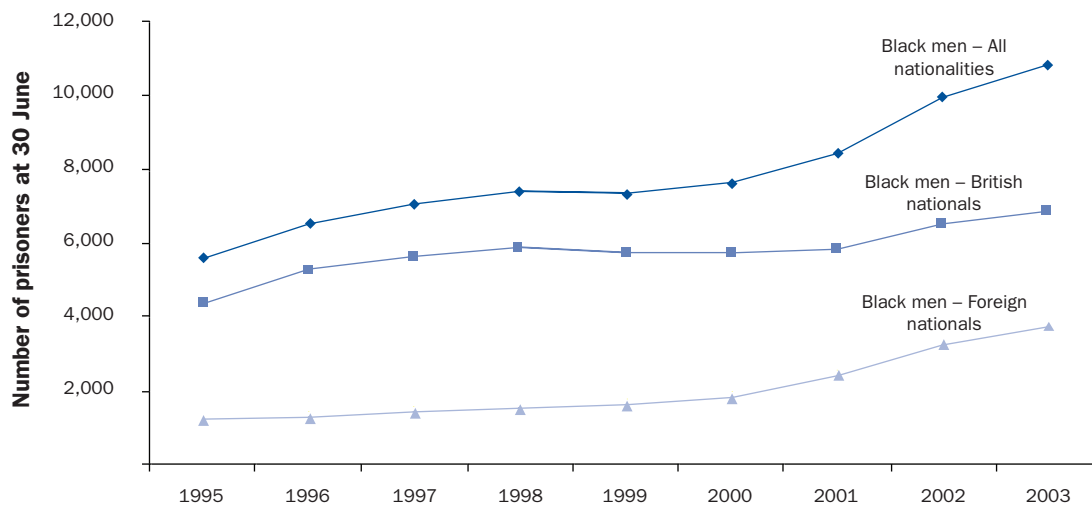
Other Inequalities

1.26   Physical and mental health inequalities also abound, with Black men more likely to be 'sectioned' and detained under the Mental Health Act. Black men are more likely than White men to be transferred from prison to psychiatric hospital.[8] They have higher admission rates to hospital under section, and are more likely to be assessed as being dangerous than White men. They are also over-represented in secure units.[9]

1.27   It has been estimated that African-Caribbean men and, in particular, Black men born in Britain are between 2.4 and 18 times more likely to be given a diagnosis of schizophrenia than the general population.[10]

The case for action

Economic

1.28   Reducing these inequalities could add value each year to the economy. As part of the REACH project, PricewaterhouseCoopers LLP (PwC) was commissioned to estimate the potential economic benefit[11] to the economy of England and Wales of removing the disadvantage and underachievement experienced by Black boys and young Black men. A summary of the report findings is at Annex 3.

1.29   The study estimated the impact of the lower educational achievement of Black boys and young Black men on their earnings and on taxes and benefits. It also examined the costs of the higher rate of school exclusions and of the over-representation of Black boys and young Black men in the Criminal Justices System as suspects, defendants and offenders.

---

8   D. Browne 1997. This is supported by the Department of Health's 2006 Count Me In census, which showed that rates of admission to mental health services were two to three times higher than average for Black Caribbean, Black African, Black Other, Mixed White/Black Caribbean and Mixed White/Black African groups

9   M. Wilson, 1993

10   Hickling, F.W. et al. 1999

11   PwC's remit was to estimate the economic costs of underachievement

1.30　The study estimated the potential economic benefit of removing the underachievement of Black boys and young Black men at about £808 million a year[12]. The major components of the estimates are the costs associated with over-representation in the Criminal Justice System and reduced gross earnings and taxes associated with educational underachievement. The costs, if they continue over the next 50 years without any change, would amount to approximately £24 bn.

Social

1.31　A significant improvement in the aspirations and attainment of Black boys and young Black men would impact positively in almost every sector of the country:

- Creating a better motivated and more skilled workforce

- Reducing crime and the fear of crime

- Boosting the UK economy

- Creating a more tolerant, cohesive society

- Releasing capacity in the social security, housing and voluntary sectors

- Allowing teachers to focus more on teaching, rather than disciplinary procedures

- Reducing strain on our health service

- Reducing prison overcrowding

Individual and moral

1.32　It is important to look at potential impacts for this group, beyond some of the headline grabbing statistics. For example, Black boys and young Black men may grow up with the perception that they are doomed to fail. Without the appropriate parenting, family or friendship support and surroundings, it could be all too easy for Black boys to begin the trajectory to fulfil what they believe is a foregone conclusion.

1.33　The need for change is also a moral imperative to improve the life chances of a generation of children and young people. If even some of the social benefits identified above are brought to fruition this would have a significant positive impact on the country's overall record at providing for the well-being of children. The need for positive action in this area was brought home clearly in the 2007 UNICEF report *An overview of child well-being in rich countries*, which ranked the United Kingdom last in a table of twenty one developed countries[13].

---

[12] Based on 2006 data

[13] www.unicef.org/media/files/ChildPovertyReport.pdf

Chapter 2: Summary of REACH recommendations

2.1   This is a top-level summary of the REACH recommendations. Further detail on the background to each recommendation, how it might work in practice, and what success will look like, can be found in the relevant sections later in this report.

1. The Government should introduce a structured national role model programme for Black boys and young Black men. *(Chapter 3)*

2. Voluntary and Community Sector organisations working to support Black boys and young Black men should form Black-led Consortia, supported by the Government. *(Chapter 4)*

3. The Government should establish a national framework of family-school partnerships, ensuring that the specific needs of Black families are integral to the framework. *(Chapter 5)*

4. Ofsted, DCSF and relevant field forces (such as School Improvement Partners) should take urgent steps to strengthen existing systems to ensure that:
    (a) Ofsted effectively and consistently report on schools' delivery of their race equality duties, and;
    (b) Relevant field forces challenge and support school in their delivery of those duties.
    Note – Field forces are a group of experts whose function is to support and challenge as necessary, LAs and schools with a view to raising standards. Examples of field forces include the National Stratagies, School Improvement Partners and LA consultants.

5. Communities and Local Government should appoint a taskforce (with a time-limited remit) that will drive forward the delivery of the REACH recommendations, within the wider achievement agenda for Black boys and young Black men, reporting to a Minister for Race.

Chapter 3: The Need for More Black Male Role Models and More Positive Images of Black Men

Introduction

3.1   The image of Black boys and young Black men portrayed through the media is not a positive one. The role models for Black boys and young Black men are often sports stars or rappers, due in part to the under-representation of Black men in top high profile jobs. This lack of national high profile positive Black male role models has led a number of local community groups to set up small-scale role modelling programmes, many with significant success. However, these have limited resources and intentionally local horizons.

3.2   This chapter will outline the need to promote more positive Black male role models. It will recommend the creation of a national role model programme to challenge the negative portrayal of Black boys and young Black men in the media and help the recruitment and utilisation of positive Black male role models at a local level.

Background and analysis

3.3   At the community engagement workshops a recurrent theme voiced by both parents and Black boys themselves was the lack of, and the need for, positive Black male role models for Black boys and young Black men. This was particularly important given the context that many Black boys were being brought up in single parent households with an absence of male role models within the family.

Case study: Who is a positive role model?

A recent survey of 400 young people across London (encompassing all ethnic groups) revealed that the majority favoured role models who were everyday citizens over celebrities.

The study, conducted by mentoring and life skills training organisation c-a-n-i, found that up to 97% of 12 to 16 year-olds (of 400 young Londoners surveyed) seek positive influences from everyday, hard-working citizens, rather than famous people.

When asked, 'what is a role model', the most common answers by the young people surveyed were 'someone you look up to and respect' and 'someone who impacts your life in a positive way'.

"We found that it was the likes of businessmen, doctors, entrepreneurs, lawyers, and those who generally strive to succeed, who young people see as positive role models"
Ken Barnes, Founder, c-a-n-i

3.4   The powerful influence of the media in reinforcing existing negative stereotypes of Black boys and young Black men was also consistently raised by participants at the community engagement workshops. This was often compounded by the general direction of Black male youth culture as epitomised by prominent rap stars.

3.5   Many participants specifically cited the negative media portrayals of Black boys and young Black men, focused around criminality, drugs, guns and gangs, as having a detrimental effect on the aspirations of both Black boys and their teachers. These portrayals influenced the self-image Black boys and young Black men had of themselves, lowering their expectations and resulting in low self-esteem and low confidence. The portrayals also influenced teachers' perceptions and expectations of Black boys and young Black men, serving to reinforce existing stereotypes and prejudices. Many of those consulted felt that too many teachers stereotyped Black boys, believing that they were destined to fail regardless of their ability. This has played a major part in creating a low aspirations culture for Black boys and young Black men.

3.6   Questionnaires for Black boys, their parents and teachers were used as part of the primary research for the REACH project. Most Black boys said that they would welcome lessons on Black achievers so that they could learn more about their cultural identity and history, take pride in it and have a broader spectrum of role models to look up to. Most parents shared this desire, feeling that the current curriculum did not sufficiently address and reflect Black history and culture. A strong theme emerging from all the questionnaires (from Black boys, parents and teachers) was the need for more positive Black male role models who could play a proactive role in raising the aspirations and achievement of Black boys and young Black men.

3.7   Ray Lewis, founder of the Eastside Young Leaders Academy (EYLA) in East London, working with Black boys at risk of exclusion, cites the following factors as key contributors to the underachievement of Black boys and young Black men:

- Low expectations from teachers and parents;

- Lack of positive role models, and;

- Lack of identity and self-respect.

3.8   In terms of the media, often the only positive images of successful Black men were those of sportsmen and rap artists. But Black boys and young Black men needed a greater diversity of images and portrayals, showing that Black men can be, and are, successful in a wide range of fields, including business.

PHOTO REDACTED DUE TO THIRD PARTY RIGHTS OR OTHER LEGAL ISSUES

'Much Ado About Nothing' play.
L–R Earl Anthony Webb,
Rashid Kankazoa,
Eastlea Newham School.

3.9   There is work that the Government can do in partnership with the media to change media stereotypes over a period of time. Previous Government work in the area of community cohesion sought to turnaround the media's negative reporting of cohesion issues. The aim was to improve the reporting of diversity, with increased emphasis on the positive benefits of a diverse society.

Case study: Reporting Diversity

Led and produced by the Media Trust and the Society of Editors, and supported by the Home Office, "Reporting Diversity" is a practical guide for journalists and editors in the print and broadcasting fields offering advice and practical help to help them report fairly on matters of faith, race and cohesion, and to do so without giving needless offence.

The guide is designed to help journalists respond to the challenge of reporting the changing face of Britain in all its richness and variety. It will help journalists avoid falling into traps of language, emphasis and ignorance as they report the integration of new people, new ideas, new cultures and new faiths into cohesive communities, accepting that inaccuracy or insensitivity may damage progress being made in representing communities fairly and faithfully.

The guide draws on examples of good practice from various media contexts, with many examples coming from the regional newspapers because these publications are an integral part of those communities and have to deal at first hand with the issues they are reporting. But national papers, magazines and broadcasters all have an important part to play. The booklet reflects the many good practice initiatives taken by the media in the hope that the lead taken by some will prompt others to follow.

Copies of the guide are available at www.communities.gov.uk.

3.10   It is important to counter the negative media stereotypes by introducing Black boys, young Black men and their teachers to positive Black male role models who can engage, support and empower vulnerable Black boys and young Black men to turn their lives around. Studies have consistently shown that a strong adult role model can give children the ability to withstand the type of negative peer pressure that can lead to alcohol, drug abuse or gang activity.

3.11   Many of the good practice examples of local projects making a real difference on the ground, showcased at the workshops, stressed the importance of providing positive Black male role models for Black boys and young Black men whom they engaged with. These role models had regular contact with the Black boys and young Black men, and included staff working on the project and mentors from the boys' own peer group.

Case Study: From Boyhood To Manhood Foundation (FBMF)

The From Boyhood To Manhood Foundation (FBMF) is an example of an effective local organisation using peer mentors as positive Black male role models for younger boys, supporting and enabling them to turn their lives around.

FBMF in the London Borough of Southwark was founded in 1996 by Decima Francis and Uanu Seshmi, following concern within the community about the number of young Black boys being excluded from school and becoming involved with gangs, drugs and violence.

The founders of FBMF believed that behind their tough street image, disaffected boys suffer from low self-esteem and a lack of confidence. They felt that all too often they did not have positive role models or stable adults in their lives to guide them through the transition from boyhood to manhood. Excluded from school, free falling through the Criminal Justice System, they were then on course for short and violent lives.

The FBMF believes that boys in trouble deserve a chance to turn their lives around before it becomes too late.

"They don't want to have role models who are footballers, they want role models who they know personally... people who are close at home who they can emulate properly." Decima Francis

The FBMF accepts boys onto its day-programme, aged 11-19, from all cultural backgrounds who have been excluded from school. For these boys, FBMF offers an alternative to dropping out of the system and hanging out on the streets. The FBMF also runs evening sessions, summer programmes and residential courses offering life-skills and work placements for young people, male and female, from schools in and around Southwark, Lewisham and Lambeth.

As well as helping the boys to gain academic qualifications, the FBMF also places great emphasis on teaching morals, discipline and respect. They believe that children and young people learn best from positive role models, especially if they are their peers. The older boys train to qualify as Peer Mentors to offer advice and guidance to other troubled children. They meet once a week to develop their communication and presentation skills so they can take their message out onto the streets with confidence and stop their younger brothers and sisters repeating the same mistakes as them.

Since it began, the FBMF has helped over 450 young people: some have returned to school or college, many have gained academic qualifications, all have re-assessed their attitudes, behaviour and direction in life.

PHOTO REDACTED DUE TO THIRD PARTY RIGHTS OR OTHER LEGAL ISSUES

PHOTO REDACTED DUE TO THIRD PARTY RIGHTS OR OTHER LEGAL ISSUES

Case Study: boys2MEN

boys2MEN is another example of a good practice local organisation where mentoring, as a means of introducing a positive Black male role into the lives of vulnerable and at-risk Black boys and young Black men, is critical to the success of the programme.

boys2MEN provides mentoring and group support for boys, young men and fathers. Many of the boys referred lack a consistent male or father figure in their lives, which is considered to be an important factor in developing a strong sense of identity and emotional resilience.

The majority of boys referred to the project are from the Black ethnic community which is reflected in the make up of male mentors. The mentors step in to offer an alternative role model for the boys and young men that encompass the realisation of their full potential. Mentors often work with the entire family providing unconditional support and inspiring new aspirations in boys and young men some of whom are at risk of being socially excluded.

Many of the young men are fathers themselves; mentoring support is used to support them to have a broader understanding of the role of the father and the benefits a father's input has in the immediate and long term development of their children.

For the under 12s mentoring mainly focuses on developing good relationship skills, as well as patience, identity, peer pressure, communication skills, anger management and honesty. For those over 12 the programme looks at life after school, for example self image, cultural identity, career development, preparation for family life, and the consequences of lifestyle choices. Young and older fathers share experiences during father's group sessions and explore ways of improving the quality of the contact they have with their children.

The project takes a holistic approach to the provision of support. Mentors work with the boy or young father, their parents and their school. This allows issues at home, school and in the wider community to be addressed.

Mentoring generally takes place at home. This allows mentors to see how a child behaves at home and work with parents to resolve issues that arise there. Both parents are encouraged to be involved in the mentoring process, even if they aren't residing together. Parents are encouraged to learn about the life-skills their child is being taught and can discuss issues that arise at fortnightly parent support group meetings. Parents who become involved in this way play a key role in re-enforcing the continued use of the skills learnt.

Unlike many traditional mentoring schemes boy2MEN extends beyond 1-2-1 mentoring. Group sessions provide a forum for a broader sharing of experiences and an opportunity to carry out activities that challenge existing behaviour and ideas. For example, at some group sessions the boys are served food by male workers. Not used to being served by a man many of the boys find it strange and feel awkward at first. But seeing different models of masculinity is very important for the boys' development.

3.12   These case studies represent just two of the many successful role modelling and mentoring projects that are operating at a local level. However, due to their small size and finite resources, these projects are limited in their scope, scale and reach.

3.13   More and more research suggests that where children are without positive role models, they will seek them from the world of fantasy and the media. There is plenty of evidence that supports the benefits of children coming into contact with positive role models. These benefits include higher expectations, setting goals and generally 'aiming high'. The following two case studies show the benefit of bringing positive role models into schools – one is a broad example involving ethnic minority role models (both men and women) and the other is a specific example focusing on role models who are Black men.

Case Study: Minority Ethnic Role Models for Learning and Inspiration (MERLIN)

MERLIN aims to inspire and raise the aspirations of Black, Asian and Minority Ethnic (BAME) young people through interaction with adults of similar ethnic backgrounds. BAME business professionals volunteer to serve as inspirational examples and role models in schools, providing opportunities for them to give back to their ethnic communities with their organisations' support.

Business in the Community first piloted MERLIN in November 2003 funded by the London Councils. The aim of the pilot was to address underperformance in basic skills among certain ethnic minority groups, higher drop-out rates of BAME pupils in post-16 education and confidence and self-esteem in the classroom.

In its first two years, MERLIN built a foundation of partnerships with ethnic minority community groups, formed a steering group of business leaders, and produced video resources on BAME role models. In the academic year 2005/06, 100 professionals from 20 organisations in the private and public sector volunteered to assist 12 schools in 8 boroughs, reaching out to more than 3,200 pupils of diverse backgrounds. In the academic year 2006/07, the number of BAME volunteers increased by about 30% to 131 volunteers, extending to 12 boroughs.

MERLIN has produced Keep on Moving a free video provided to every secondary school in London. It is designed to expand BAME students' views of available career opportunities and includes a 20-minute film showcasing nine successful role-models from different ethnic backgrounds, who work in a wide range of professions.

"The MERLIN video is about successful Black people. It made me realise I can make it as well."
Year 10 pupil, Stoke Newington Community School

PHOTO REDACTED DUE TO THIRD PARTY RIGHTS OR OTHER LEGAL ISSUES

Valdo Silva Pina – Eastlea Newham School Ski Trip 06

Case Study: c-a-n-i

In Northbrook School, a group of Year 10 boys were being disruptive and not achieving their potential. Teachers felt that one of the underlying reasons for the boys' behaviour was that they were mixing with the wrong crowd outside of school and thought that the boys would benefit from exposure to positive Black role models. The school brought in c-a-n-i, a mentoring and life skills training organisation, to work with them on this issue and to deliver their RESPECT Intensive programme to the target group of Year 10 boys.

As the school had identified that one of the key issues was that these young men were being exposed to a number of negative influences, especially outside of school, c-a-n-i decided to focus on providing positive role models for the boys.

The programme was delivered on a weekly basis and lasted for the whole school year. During that time a number of individuals who were successful in their career or in business were invited in to present their life story and challenges to the boys. The role models were guided by an 'Elder Tale Timeline' template which enabled them to take the high and lows of their life and turn it into a short story that would be of interest to the boys.

The exposure to positive role models started to impact on the vision the boys had of what life could offer them and the picture they had of themselves. The self-esteem of a number of the boys was lifted as they began to believe that they could achieve great things. This new mindset was a direct result of their exposure to the positive role models.

"The motivation you have built into these young people has enabled them to remain focused on their education, which has also impacted on other students in their year. I am sure your work will be reflected in the achievement of these students in the G.C.S.E examinations in the summer"
John Ratcliffe, Headteacher, Northbrook CE School

3.14   Despite the many local success stories, there has never been a serious attempt to develop a role modelling framework for Black boys and young Black men at a national level.

Recommendation

The Government should introduce a structured national role model programme for Black boys and young Black men

3.15   It is important that Black boys and young Black men are provided with positive Black male role models to enable them to raise their own, and their teachers', aspirations and expectations of themselves. This particular recommendation has two key aims:

- Raising the self-image and aspirations of Black boys and young Black men; and

- Challenging long-established negative media stereotypes of Black boys and young Black men.

3.16   This recommendation would comprise a two-pronged approach:

- a network of approximately 20 *national "champions"* (key Black male role models), representing a broad range of backgrounds and careers (including business and politics), providing support for

- an enhanced *local network* of Black male role models within local communities, able to directly engage with Black boys and young Black men in their local area.

3.17   The role models, at national and local levels, are fundamental to raising aspirations.

How it might work in practice

3.18   The national champions would be figureheads and act as spokesmen in the media. The group felt that the national champions were critical to challenging the long-standing negative portrayal of Black boys and young Black men in the media. They would be a mix of well known nationally recognised Black men and ordinary Black men who had succeeded in making a real difference to their own lives/the lives of others within their local community. The maximum impact is often derived from the stories of ordinary people as Black boys and young Black men find it easier to identify with, and relate to them.

3.19   In terms of recruiting and developing the network of national champions, the programme should be run and managed through an arms-length agency. This would allow the champions to have more credibility both within their own communities and in the media, as they would be independent of Government.

3.20   The champions would also inspire others by their example and so help recruit Black role models at a local level. This would mean that the energy created by the national champions would help drive and support the work at a local level within local communities, which would be more in-depth and intensive. This is significant because the development of an enhanced local network of Black male role models, able to engage directly with Black boys and young Black men in their local area, is of equal importance. These role models would be members of the local community willing to go into local schools, care homes, youth clubs, youth offending institutes and prisons to provide inspiration, information, guidance and intensive input to Black boys and young Black men.

3.21   The national and local aspects of the programme are complimentary. The national champions would raise the aspirations of Black boys and young Black men and the local network of Black male role models would follow this up and, through working with the Black boys and young Black men in their local communities, show them how they can turn these into reality.

3.22   The national role model programme, and the champions, could potentially be launched at a national summit of media chiefs (including mainstream and specialist Black and Minority Ethnic media, print and broadcast) led by Ministers. This would aim to initiate a national debate on the current portrayal of Black boys and young Black men in the media and to discuss what proactive steps could be taken to challenge the long-standing negative stereotyping of young Black men in the media.

What will success look like

Outputs by 2010

- Selection of 20 champions and their agreement to participate in the programme

- National summit/conference of media chiefs to launch the role model programme and the 20 champions

- Summit to also initiate a debate on the current portrayal of Black boys and young Black men in the media and media chiefs to agree steps to challenge the negative stereotyping of young Black men in the media

- Development of resources for use in schools, youth clubs etc showcasing the 20 champions and telling their story

- Media coverage of 20 champions

- Positive media stories on, and portrayals of, Black boys and young Black men

- Strong well-resourced networks of Black male role models within local communities

- Visits made to schools, care homes, youth clubs, youth offending institutes, prisons etc by local Black male role models

- Mentoring relationships between Black boys and young Black men and local Black male role models

Chapter 4: The Role of the Voluntary and Community Sector (VCS)

4.1   Local community organisations are, in many cases, key to engaging hard to reach members of the community. Young people who are members of gangs, take drugs or carry guns and knives are vulnerable but do not always welcome approaches or help from establishment organisations. Instead, the impetus lies primarily with the local organisations or individuals with whom these young people can identify and trust, and their work often goes unnoticed and unsupported.

4.2   The need to support these local community organisations featured extensively in the community engagement visits. The concerns that were most often voiced were the lack of resources and support that is currently given by central and local government and the prevalence of short term funding for community organisations. These concerns were also highlighted in the interim report of the CSR 07 review into "The future role of the third sector in social and economic regeneration".

4.3   This chapter will explore the role of local community organisations in raising the aspirations and attainment of Black boys and young Black men, and recommend the creation of a new structure to support them in their work.

PHOTO REDACTED DUE TO THIRD PARTY RIGHTS OR OTHER LEGAL ISSUES

Participants in From Boyhood to Manhood Foundation event

Background

4.4   The third sector is a crucial partner in delivering Government objectives. It has thrived in recent years, with the number of charities registered with the Charity Commission in England and Wales rising from 121,000 in 1995 to 190,477 as of March 2007. The number of people undertaking formal or informal volunteering has also risen from 18.4m in 2001 to 20.4m in 2005. The sector now accounts for 5% of all employment, with an estimated turnover of £25 billion, and direct economic benefits estimated at £55 billion.

Bar chart showing VCS turnover (£bn): 1997 approximately £15.5, 2004 approximately £25.5.

VCS turnover (£bn)
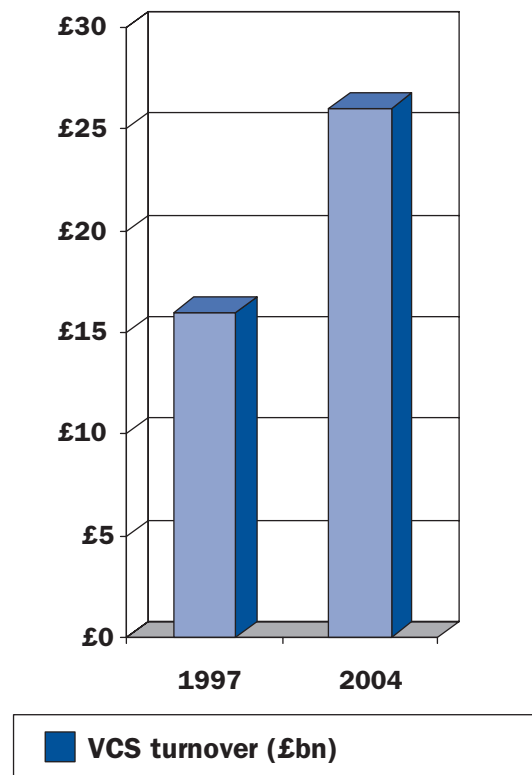
4.5   However, the growth of the third sector has disguised the challenges faced by local community based organisations. 'Super charities', with incomes of over £10m per year, account for almost half (49.15%) of the sector's total income, even though they represent 0.39% of the total number of registered charities (Charity Commission). This has meant that the average income of medium sized organisations (£10k-£100k) fell 10% between 2002/3 and 2003/4. 56% of all community groups have an annual income of less than £10,000.

4.6   There are many small-scale community organisations that deal with raising the aspirations and attainment of Black boys and young Black men. Many of these are experiencing considerable success at a local level. However, alongside the rest of the sector, these organisations face a series of challenges to continuing or expanding their work:

- Limited experience and expertise at bidding for grant funding

- Short term funding, requiring attention to be diverted from the core business to financial concerns

- Limited capacity for hearing or sharing good practice with others

- Limited capacity to engage with the statutory sector and hence to influence strategic decision-making

- Limited contacts with client schools and organisations, and

- A specialised focus, limiting the scope for expansion or franchising.

4.7   These barriers have also been picked up in the Commission for Racial Equality's (CRE) ongoing formal investigation into race equality in physical regeneration. Key emerging themes were the feeling from organisations working on the ground of not being supported enough in their work to include ethnic minority communities in the planning, implementation and evaluation of regeneration schemes that affect them and concerns that the aspirations and needs of ethnic minority communities are not fully understood.

Policy background

4.8   The Government has made clear recently that it believes that the third sector plays a vital role in achieving a harmonious and healthy society. The interim report of the Third Sector Review assessed the future of voluntary and community groups' role within society groups. The Government demonstrated this by conducting the largest ever consultation with the sector, reaching over 2,000 people, representing over 1,000 organisations across the country.

4.9   The Government has also recognised the importance of active participation by local community groups in *Improving Opportunity, Strengthing Society*, the Government's strategy to increase race equality and community cohesion.[14] This document underlined a commitment to ensuring that in the future all local community groups have the capacity to develop and work with others.

4.10   Notably, Communities and Local Government's Connecting Communities Plus fund provides money for primarily Black led voluntary sector organisations to help them build on and expand the work that they were already doing, and to develop further the capacity and infrastructure of their organisations. Windsor Fellowship, Operation Black Vote, National Black Boys Can and the Black Training Enterprise Group were some of the organisations awarded Strategic grants (up to £150,000 per annum for 3 years) from the Connecting Communities Plus fund in 2006.

PHOTO REDACTED DUE TO THIRD PARTY RIGHTS OR OTHER LEGAL ISSUES

---
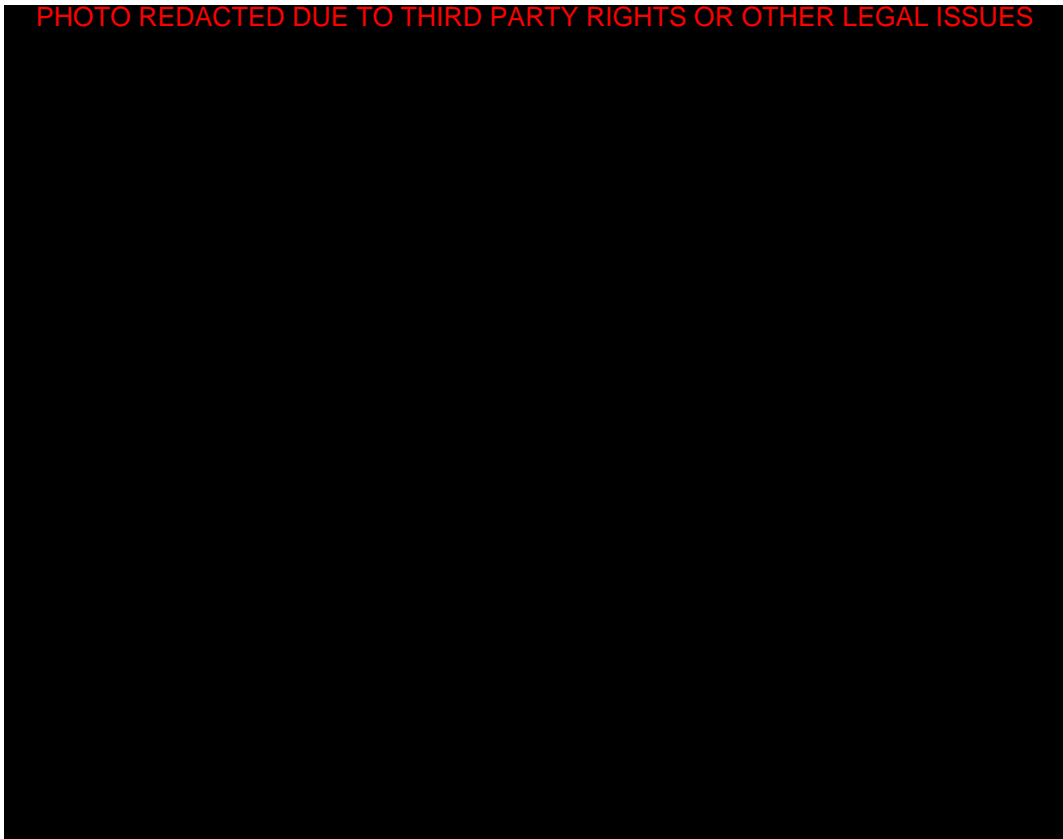
[14] Improving Opportunity, Strengthening Society: The Government's strategy to increase race equality and community cohesion, Home Office, 2005

Case Study: The Junior Fellowship Programme at Windsor Fellowship

Formed in 1986, the Windsor Fellowship (WF) runs personal development and training programmes targeting talented Black and Asian students in the UK. Its programmes are designed to develop leadership skills, improve life and social skills, prepare young people for the world of work and promote active citizenship. They work in partnership with leading organisations from the private and public sectors and develop relationships with schools and universities throughout the UK.

The Junior Fellowship is aimed at young people who demonstrate the ability and potential to succeed as well as those who would benefit from additional support in particular subject areas. The programmes are designed to:

- Improve GCSE grades

- Encourage students to continue their academic or vocational education post 16

- Develop personal skills, and

- Equip pupils to make informed career choices.

The Junior Fellowship Programme has produced tremendous results in terms of GCSE examination results. In 2005 100% of the participants in the London programme achieved 5 GCSEs grade A-C. In Birmingham, 93% of the participants achieved 5 GCSEs grades A-C and in Leeds 85% of participants achieved 5 GCSE grades A-C.

The grant awarded from the Connecting Communities Plus fund has enabled the Windsor Fellowship to scale up their work with students approaching their GCSEs by expanding geographically, gain accreditation for their personal development programmes, provide better and more support for the parents of young people on their programmes, and provide training for educators working with BME students. It will also help to develop further the capacity within the organisation.

Case Study – National Black Boys Can Association

The National Black Boys Can Association is a national organisation focusing specifically on raising the academic aspirations and attainment of Black boys. The organisation has grown from strength to strength since its inception in 1999 and has successfully established an innovative community franchise operation, where local communities build on the National Black Boys Can community empowerment project model and establish their own locally based Black Boys Can project.

All Black Boys Can projects follow the four pillar model of:

- empowering the boys

- empowering their parents

- engaging, supporting and challenging mainstream education, and

- engaging the Black community.

The organisation's services are open to all Black boys who are underachieving or at risk of underachieving and they work with the boys to help maximise their potential. They work with a wide range of ability groups, including boys who have been excluded from schools.

There are now over 20 locally based Black Boys Can projects operating around the country in schools, community centres and churches, as well as university based Black Boys Can programmes, including the highly successful Oxford University Black Boys Can project.

The results have been impressive with over 60% of the boys achieving the national standards at GCSE levels of 5 GCSE's grades A*-C.

The grant awarded from the Connecting Communities Plus fund has enabled the National Black Boys Can Association to recruit new community projects and up-skill them to deliver the Black Boys Can project; to develop a web based resource for use by Black boys, parents and community project groups; and to train community projects to provide a parenting support service.

4.11 Communities and Local Government published on 7 June their Departmental third sector strategy which aims to set a framework for on-going effective engagement with the sector. This is open for discussion until 20 September. The strategy contained four main elements:

- Improving how Communities and Local Government works with the sector

- Enabling the sector to be an effective local partner in place-shaping

- Moving to a more strategic partnership and funding relationship with the sector, and

- Supporting sustainable investment in community anchors.

Analysis

4.12   Many of the organisations at the forefront of tackling underachievement amongst young Black men are small in scale and face significant barriers accessing funding, gaining recognition from local authorities and schools, and hearing about good practice elsewhere. Despite this, many are producing spectacular results that buck national trends. Key to this success often lies in the fact that they are deeply embedded within the African-Caribbean community and are best suited to gaining the trust of the boys themselves, and delivering the services they need.

4.13   The community engagement visits highlighted that although smaller organisations are recognised as playing an important role in achieving community cohesion, they are facing many barriers to achieving their goals and, in some cases, surviving. Many smaller organisations do not have the experience, time or expertise to apply for government funding opportunities, and there is not a cohesive network where different organisations can share and learn best practice from each other. In many cases the smaller organisations are still not recognised by key stakeholders such as schools.

4.14   The consultation exercises highlighted a series of clear and urgent needs in the third sector if it is to continue to deliver key services to Black boys and young Black men.These fell into two broad areas:

- There should be more joint working between smaller and larger groups with similar aims and objectives. It was recognised that the larger branded organisations that receive more funding as a result should support, share best practice and and provide resources for smaller organisations.

- Smaller groups should receive more direct long term funding from local government to build their confidence and also give them the chance to demonstrate what they can deliver.

Case Study: UJIMA, Manchester

Ujima was founded in October 2006 by community groups wishing to work together to tackle a wide range of issues which they felt could be better addressed collectively. It brings together around 20 local community groups including Carisma, West Indian Organising Co-ordinating Committee, Multi Agency Gang Strategy, Gus John Partnership and Mothers Against Violence.

PHOTO REDACTED DUE TO THIRD PARTY RIGHTS OR OTHER LEGAL ISSUES
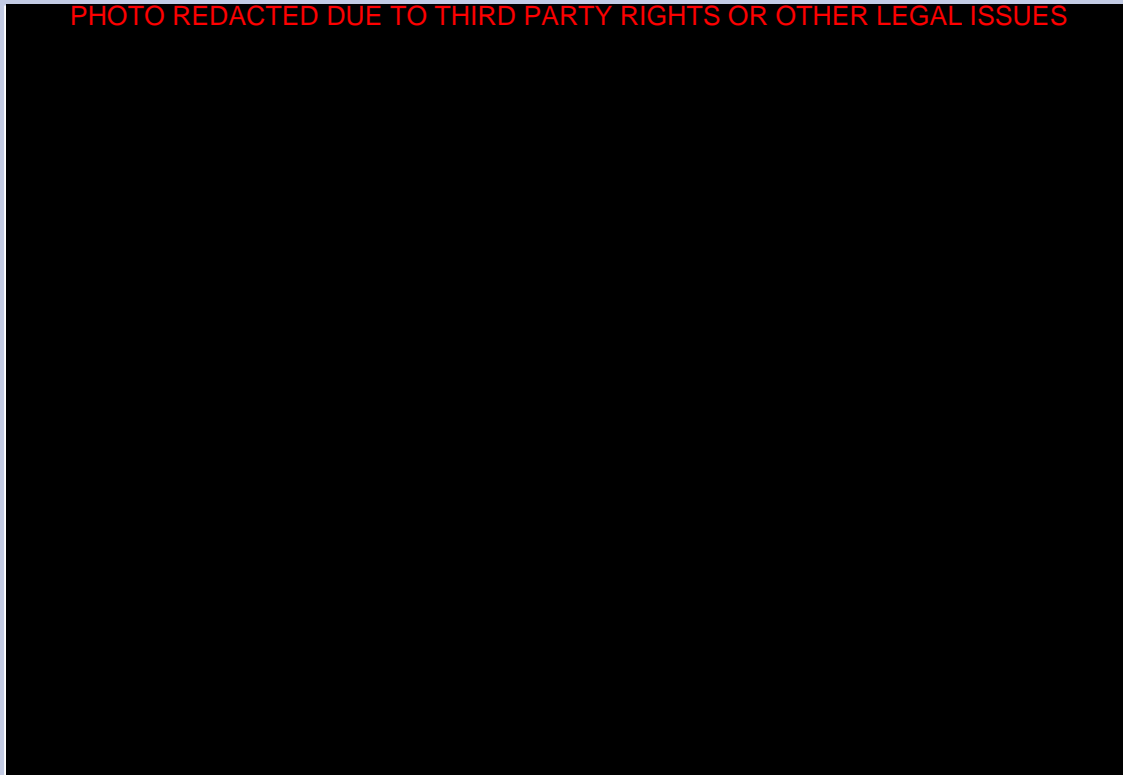
Some of the community group members of the Ujima Consortium

Ujima aims to:

- engage continuously with the community so that it is aware of community needs, concerns and priorities

- work together to build community capacity and infrastructure, and

- support and develop all existing organisations to improve service delivery.

An example of a specific project where joint working has proved particularly beneficial is a careers day, currently being put together by Ujima members, for young people at risk of entering gang life and not in contact with the statutory sector eg Connexions and job centres.

Manchester City Council have been meeting Ujima members and are keen to continue working closely together with Ujima to address key community concerns and issues. Through working together collectively, Ujima now has the capacity to engage with the statutory sector and attend strategic meetings where they are able to influence decision-making processes.

In the relatively short time Ujima has been up and running, members have already seen positive results in the sharing of knowledge and resources.

Case Study: Increase The Peace UK, West Midlands

Increase the Peace UK was established in 2005 in response to the Lozells disturbances. It is a Birmingham-based consortium which brings together young people and organisations that work on a daily basis with young people involved in or affected by gang violence in Birmingham and the West Midlands. There are currently 17 member organisations including 100 Black Men, Young Disciples, Disarm Trust, Families for Peace, Olive Branch, Birmingham City Council Youth Services and West Midlands Police.

It aims to achieve positive outcomes for the young people and their communities.

Through working together, Increase the Peace is able to "influence and advise organisations on community issues, offer alternative solutions, offer positive activity, share best practice and ultimately offer a different way forward for young people – whether that be by leaving gang culture or engaging in more positive activity."

One of the first successes of Increase the Peace has been to co-ordinate an exit strategy for high-risk gang members to be able to leave gang culture behind them.

4.15   As Ujima and Increase the Peace UK have shown, third sector organisations are coming together in several parts of the country to make their voice heard and share good practice. Two further consortia that are funded, under the strategic partnership funding programme run by the Office of the Third Sector, are the Council of Ethnic Minority Volunteering Organisations (CEMVO) and the BME Standing Conference Partnership (SCP). But structures like these need to be formalised and rolled out in other parts of the country. They also need to take account of new local government frameworks – such as Local Strategic Partnerships and Local Area Agreements, and work with other third sector organisations.

4.16   Such an approach is not without risk. Each consortium would need to establish a clear contract setting out the roles, responsibilities and liabilities of each member group and how it related to the rest of the third sector.

4.17   This will require, primarily, third sector organisations themselves to join together to form these consortia. But there is a role for Government, too. For these consortia to be effective, they need assurance that they will be heard by local authorities, schools, funding bodies, and other local service providers. They will also, in many cases, need advice on how to set up and publicise a consortium. Government can provide that through national good practice guides, and encouragement to local authorities to take these consortia seriously.

4.18   The Government should be involved at the appropriate level to advise and support the consortia. Local government is best placed to identify what the local issues are and support the consortia in a local context.

Case Study: Burton Development in Sheffield

The Burton Street Foundation is a community based regeneration organisation in North Sheffield. It has brought back into use a dilapidated Victorian school, which it uses to provide facilities – flexible, affordable space to rent – and local service providers. The site is now home for 100 local groups, and runs services and projects used by 2,000 people per week.

Service delivery is targeted at people in the local area and members of particular communities of interest especially people with learning disabilities, physical disabilities and mental health problems.

The Foundation has recently bought their premises from Sheffield City Council, and begun a programme of capital development. It has grown rapidly in the last few years and now employs about 80 staff, a significant amount of whom were previously unemployed people. They have worked hard to develop their organisation's capacity along with its size and are confident that they have a bright and long term future ahead of them, serving the people of Sheffield.

The key element in this success is a grassroots culture: informal relaxed atmosphere, low-cost facilities and services, 'bottom-up' development, ordinary people doing it for themselves.

This provides a model of how locally shared facilities under an umbrella organisation can help provide real change in delivery amongst third sector organisations.

Recommendation

Voluntary and Community Sector organisations working to support Black boys and young Black men should form Black-led Consortia, supported by the Government.

4.19   The REACH group will be the exemplar consortia model that is put forward for other organisations to follow. This recommendation seeks to acknowledge that there are many local organisations predominantly, but not exclusively, Black-led that are doing excellent front line work, delivering social services, and other activities that help Black boys and others in many ways. If these organisations were strengthened and supported, they would be freed to enable more young Black men to begin to fulfil their true potential.

4.20   The idea of a consortium aims to ensure that the whole is greater than the sum of its parts. Groups linking with one another are better placed to complement each others' work.

How it might work in practice

4.21   A Black-led local consortium would:

- **Be local in scope and membership**
  The definition of 'local' would change according to circumstances. In some instances, it might be appropriate for a consortium to operate at local authority, or even ward level. Other consortia might operate more efficiently at a higher level (in terms of larger geographical areas).

- **Share resources, expertise and good practice**
  Each consortium would act as a focus for sharing good practice locally, and allowing greater specialisation. This could be helped further by sharing resources, such as premises or computing equipment with those organisations that would be too small to buy or hire them on their own.

- **Bid for funding jointly, where appropriate, and distribute it according to need**
  Many small groups or individuals would not be considered eligible for funding due to the size of their organisation, and capacity to deliver across a wide area. Financing informal or formal after school clubs for example may prove less problematic if there was a local consortium which would have access to small amounts of funds to distribute. Small local initiatives can have a great impact on a community but create a bureaucratic burden for central and local government to manage directly. Devolving short term responsibilities to the Black led local consortia would prove to be more value for money.

  One of the aims of the consortia would be to facilitate the provision of increased funding, for longer terms, to Black-led community organisations, enabling them to capacity build, expand their services and increase delivery. Many of the organisations that were consulted stated that they would be able to reach more beneficiaries and improve attainment if they were adequately funded.

- **Forge strong links with local school and other service providers**
  The Black led organisations within a consortium would continue to work with local schools, health centres, youth justice institutions, local authorities and other organisations as they had done previously. However, being part of a consortium would provide an easy first point of contact both for organisations wishing to expand their work, and local service providers seeking to find third sector organisations.

4.22   The challenge for the consortium would be to deliver more of what they are doing, interact better with other groups and schools and other institutions. The challenge for the Government would be developing a rationale to ensure accurate representation of organisations and show clear lines of support. Larger organisations should support capacity building for smaller organisations. For example, The Windsor Fellowship has set up robust monitoring systems for monitoring the impact of its work; this knowledge could be shared with smaller organisations.

What will success look like?

4.23   By 2010 we would expect the following outputs:

- The development of local consortia;

- The development of a mechanism through which third sector organisations in this field can share good practice.

Chapter 5: The Role of Family-School Partnerships

Introduction

5.1   Academics have long recognised that, outside of school, the single most important contributing factor in a child's educational attainment is their parents. Parents play a critical role in supporting their children to get the most out of their education and most successful schools invest a great deal in terms of involving parents and working in partnership with them to achieve good results.

5.2   But some parents find it hard to engage with teachers and schools, and Black parents often feel that they face additional barriers, including teacher perceptions and stereotyping of Black boys and Black families. This leads to them feeling disempowered and disengaged. Many of the parents consulted during the REACH project stated that the only time the school gets in contact with them is when their son is in trouble.

5.3   This chapter will look at the reasons why many Black parents do not engage more with their child's education, and the barriers some schools experience in engaging effectively with Black parents. It will recommend the establishment of a framework to facilitate more interaction between families and schools.

PHOTO REDACTED DUE TO THIRD PARTY RIGHTS OR OTHER LEGAL ISSUES

A Parents seminar at the UK's first national Black Parents and Sons Conference (National Black Boys Can Association)

Background

The importance of family involvement

5.4   Many academics have analysed why some schools do better than others. Majors (2001) argues that one of the key factors which allows some secondary schools in Britain to succeed with Black students where others have failed is their willingness to work with parents as genuine partners in the pursuit of a socially and academically rewarding experience for students. He argues that, in their attempts to understand their students as individuals, teachers need to form meaningful partnerships with parents. These partnerships need to recognise that parents are the primary carers of children, and, especially where the teachers are White, that there are issues which affect minority ethnic group students' lives which they cannot grasp unless they deliberately seek that knowledge – knowledge which only parents are well placed to provide.

5.5   This is supported by Demie's research on the achievement of Black Caribbean pupils: *Good practice in Lambeth Schools*. Her conclusion was that successful schools, those which are bucking national attainment trends, encourage and value the active involvement of parents in their children's education. These schools often tried to find imaginative ways to break down barriers and make parents welcome, being responsive to parents' needs. Information was shared with parents on achievement and development as well as discipline issues and there were high levels of communication. The schools saw themselves as part of a wider community. In short, these schools listened to and learned from pupils and their parents and regarded liaison with parents and the community as vital in their drive to raise standards.

5.6   Demie quotes a headteacher in one of the schools polled: 'We think listening to parents is very important. It is a myth to say Black parents are not supportive. We try to understand their aspirations. Families want it to be straightforwardly put. I believe we should take people from where they are and realise they have high aspirations. It might not always be expressed in the same way as other groups of parents but it is there…'

5.7   Demie is not alone in her views; commentators such as Acland (1971), Lunt and Sheppard (1986) and Gross (1996) attest to the benefits of involving parents closely in their children's education. Brooks & Grant (2001) and Acland (1971) suggest that the essence of parent participation is that parents come to school, learn about the way the school operates and, through doing this, become more effective so far as their own child's education is concerned.

5.8   But this level of interaction between schools and parents is not always evident. Previous research has shown that schools which achieve successful outcomes for their minority ethnic pupils have strong leadership (Blair & Bourne, 1998; Ofsted 1999, 2002).

Barriers facing Black parents

5.9   Majors argues that many schools fail to relate to minority ethnic group parents with sufficient respect, and some can tend to hold stereotypical attitudes towards them. This view is held by many Black parents, and was voiced at several of the REACH stakeholder events. Blair and Bourne (1998) report a number of parents who have complained about teachers making assumptions about their personal characteristics on the basis of stereotypes about Black people. "Teachers sometimes assume that Black parents will be aggressive and this makes them feel intimidated, thus hindering their ability to relate to Black parents."

5.10   In a collection of essays and articles titled "Tell It Like It Is"[15], the contributors discuss how, in their view, schools have failed Black children and wider society. They were drawn from various disciplines – teachers, MPs, parents, community activists, trade unionists, educators, performers and actors – to form an action group, aiming to:

- Provide support to Black parents whose children have been excluded from school

- Support parents who wish to tackle schools who they believed were not providing quality education to their children

- Campaign for a 'quality education for all'

- Support and empower Black parents who wish to become school governors, and

- Provide information, advice and guidance to parents on a range of issues related to education.

5.11   REACH group members met with some action group members. The key themes they highlighted included:

- Parents whose children were excluded from school felt isolated and powerless, lacking the confidence or support to challenge the school system. Children in this situation were left at the mercy of the LEA/school

- Many parents did not have a good knowledge of the National Curriculum and felt unable to challenge teachers/school when their child was struggling with school work etc., and

- No one took responsibility for the high levels of underachievement but the blame often fell on the parents.

5.12   Cork (2005) provided examples of five different models of support for Black African and Caribbean families, some based in schools, others led by parents in the community or a local authority. These examples worked in distinctive ways to meet many of the needs described above, which included:

- Advocacy for families where the child was experiencing exclusion

- An achievement-oriented programme at a school, and

- Providing information about school structures and examination requirements.

5.13   The consensus from her case studies was that in addition to some generic issues, specific needs of Black parents included finding appropriate ways of ensuring that their child develops knowledge and understanding of their cultural origin; the balance between acknowledging racism as an 'issue' and providing their child with strategies to overcome barriers and societal stereotyping. Cork also recognised that some schools have worked with creativity and determination to overcome an unwelcoming school culture and misunderstanding of Black boys' culture.

---

[15] Tell It Like It Is was published by Bookmarks Publications and Trentham Books, Britain in 2005

5.14   John (2006) said that voluntary and community education projects, including the now well established Saturday and Supplementary Schools movement, have attempted since the late 1960s to make meaningful interventions in respect of the involvement of Black parents and communities in the education of Black boys in school and those excluded from school. Successes in this field have shown that the engagement and involvement of parents and communities are critical in terms of raising the aspirations and attainment of Black boys and young Black men.

5.15   But a breakdown of communication between a school and Black parents should not be blamed entirely on the actions or inactions of the school. Lord Herman Ouseley[16], former Chair of the Commission for Racial Equality, put the onus on parents to take more responsibility. He said: "We can spend a considerable amount of time blaming other people for our misfortunes, bleating 'Why hasn't the government done more?' however we've got to ask ourselves 'why haven't we done more?'".

5.16   Many Black parents face a significant cultural challenge to their engagement with schools. Anecdotal evidence from the REACH stakeholder events suggests that this has led to significant uncertainty in understanding how the school structures work and what level of parental involvement is required, sometimes leaving these parents to feel that they have not been provided with adequate or timely information by the school. Although many Black communities are settled within the UK, recent levels of immigration have made this an issue for an increasing number of people.

5.17   These cultural and communication difficulties are often exacerbated by under-representation of Black people in school structures. This applies not just to teachers, but to support staff and school governors.

5.18   The most recent data on ethnicity of school governors is drawn from a survey carried out by The Education Network (TEN) – now The Children's Services Network in December 2002, for a joint TEN-DfES publication "Do The Right Thing", which was released in May 2003. The survey showed that 23% of governors in London were from a minority ethnic background, 6% of governors in metropolitan boroughs were from a minority ethnic background as were 2% of governors in unitary authorities.

5.19   One issue that emerged clearly from the REACH consultation exercise was the importance of Black fathers to the development of their sons, both in terms of their potential to act as role models, and in supporting their child's education. It is certainly indisputable that there are significantly higher levels of Black Caribbean and Black African children growing up in lone parent households – 48% and 36% respectively, compared to a national average of 25%.[17] In nine out of ten of these households, the lone parent is a mother. Research shows that in most of these situations, engagement by the absentee parent is reduced significantly.

5.20   However, although the statistics appear very stark, they may conceal instances where the absent parent is actively involved in bringing up the child. Cork's research illustrates qualitative examples of parents – single, married or living together – who negotiate, among themselves, different ways of involving themselves in the support of their child. Further qualitative research is required to fully understand the true picture.

---

[16] Herman Ouseley is the Managing Director of Different Realities Partnership Ltd., specialising in equality and diversity strategies. Was previously Executive Chairman of the Commission for Racial Equality from 1993-2000.

[17] Source: Census 2001, Office for National Statistics.

Analysis

5.21   There is a clear weight of academic opinion concerning the importance of parental involvement in schools, and a widespread acceptance of the existence of significant barriers to Black parents' engagement. It should be unsurprising therefore that most of the key schools that are bucking local and national trends by eliminating the attainment gap between Black boys and their peers have put into place strong structures to encourage parental engagement, particularly with Black parents.

Case Study: Leadership Intervention Programme, Gladesmore Community School, North London

Gladesmore Community School is one of the schools to have 'bucked the trend' for the achievement of Black boys. It is a large school serving in North London; an ethnically and linguistically diverse community where the socio-economic background is well below the national average. There is a high proportion of boys to girls in all year groups.

The Leadership Intervention Programme for boys has made a significant impact on boys' achievement. The statistics speak for themselves: 69% of year 11 boys who participated in the programme during 2005-06 achieved a minimum of five A*-C grades, and all but one of the boys went on to further or higher education. Analysis of the data showed a significant value added to their final results. A notable example was a boy achieving seven A*-Cs which was much higher than his previous attainment would have predicted.

The programme targets boys who have demonstrated good ability, but have become either disillusioned or are under-achieving and in some cases in danger of exclusion from school. It also targets boys who have demonstrated potential leadership qualities and can inspire their peers.

Key to this approach is the involvement of fathers. There is a monthly forum for fathers and sons, which was formed in response to the fact that most boys on the programme no longer lived with their father and had little contact with them. Where the boy's biological father was unable to attend, a significant male was allowed to represent them. This forum has proved highly successful and motivating, and has received excellent feedback both from fathers and sons.

Case Study: Home-School Agreement, St. Paul's Academy, South East London

St Paul's Academy has a different strategy designed to commit the school, parent and pupil to develop the pupil's full potential, which recognises the importance of the role of families in education. The Academy operates a very successful partnership, supported by a Home-School Agreement, which is signed by the parent, headteacher and pupil, on being offered admission to the school. Feedback from the boys at the school showed that they felt that the contract is a good system that keeps them focussed on their academic work.

This tripartite agreement is the driving force behind the discipline, academism and self-fulfilment that characterises pupils' perception of their place in society. It provides, amongst other things, a commitment by the school to commit to a broad and balanced curriculum to meet the individual needs of the child, whilst the parent ensures that the child attends school on a daily basis, on time, in full uniform and with the student planner. The pupil commits to follow the school's policies and guidance on behaviour as stated in the Behaviour Charter, to focus on his studies and to be a positive part of the school environment, where everyone can learn and is encouraged not to fail.

The agreement is, of course, only a starting point, but establishes a system through which parents can be engaged earlier and more often in their child's education. This has had striking results, particularly for Black boys, who now consistently out-perform their White peers.

Cast Study: Eastside Young Leaders Academy (EYLA) in East London

Established in November 2002, EYLA works with boys aged 8-18 who are at risk of being excluded and provides the following services:

- Leadership Academy: Held on Saturdays and focusses on developing social and leadership skills

- Supplementary School: Additional classes facilitated by qualified teachers committed to raising and sustaining boys' education

- *Parental Support/Family Support Network: Encourages parents to engage with the programme and staff*

- Community Service: Encourages boys to become involved in volunteering and serving their communities, and

- Summer Programme: The project organises activities during the summer, such as team building programmes and familiarisation visits to businesses etc.

Cast Study: Eastside Young Leaders Academy (EYLA) in East London *(continued)*

Positive outcomes (via self-assessment by schools, homes and the boys) have included:

- 80% reduction in exclusions

- 95% improvement in behaviour in the first year of attendance

- 70% improvement in academic performance in the first year, and

- 4000 hours of civic/community activities completed per year.

Reasons for the success of the project include:

- The partnership between schools, parents and pupils is vital. The role of parents is very important and they must be fully engaged in the project

- The project has a clear ethos which must be adhered to by all who engage with it, particularly boys and their parents. This instils in participants and parents the culture of high expectations required of them

- Focus on self discipline. Boys need to be aware of their limitations and responsibilities

- Strong leadership. A sense of direction and a strong ethos, and

- Raising expectations and aspirations, supported by a mentoring process. Boys are taken on familiarisation visits to universities such as Oxford and Cambridge, as well as business concerns.

5.22   These case studies show how the creation of appropriate structures for parental engagement within a local school can transform parent-teacher relationships, and the attainment of Black boys.

5.23   But these case studies represent the exceptions, rather than the rule. Despite the emphasis on schools promoting effective parental engagement in programmes such as the Black Pupils Achievement Programme (BPAP) and the Minority Ethnic Achievement Programme (MEAP), many schools do not have in place any structures for engaging parents, or their structures take no account of the particular barriers facing Black parents. Until this is the case, many schools will continue to miss out on one of the key tools in raising the aspirations and attainment of Black boys.

5.24   As Cork has argued, schools may be neglecting their most valuable resource by not finding ways of harnessing the 'fierce dedication' to education demonstrated by Black parents (2005:51)

5.25   To break this cycle, a closer working relationship is desperately needed, where schools are actively engaged in ongoing dialogue and workshops with parents. The REACH group felt that, given the weight of demands on school administrators' time, this could only be achieved by launching a national framework for establishing these partnerships.

5.26   DCSF has launched several initiatives to improve schools' engagement with parents. The Specialist Schools and Academies Trust (SSAT) Engaging Parents project is coming up with a number of case studies which will be categorised and disseminated. Similarly other pilots (such as Parent Support Advisors) are collecting evidence of the approaches that work and will disseminate these for schools to use. It will be important for any REACH recommendation to work closely with these existing projects.

Recommendation

The Government should establish a national framework of family-school partnerships, ensuring that the specific needs of Black families are integral to the framework.

How it might work in practice

5.27   A national framework should have a number of key elements, within which local needs could be accommodated. The framework should:

- Be developed in partnership with Black parents and families, and organisations working on their behalf

- Incorporate a range of different approaches e.g. workshops for both schools and families on what they need to know and can do to raise achievements and aspirations

- Create parent-centred learning workshops, for example, in line with the findings from research evidence which would be aimed at demystifying the education system, particularly assessment procedures such as SATS and entry into tiers of examinations

- Include systems to encourage more Black parents to become school governors, teaching assistants and teachers

- Include training for schools on how to communicate more effectively with Black families

- Target transition periods, such as that from primary to secondary school, as a priority since research suggests that this is a time when students may be more vulnerable to under-achievement, and

- Encourage localised family-centres, with workshops and careers advice for fathers, boys and the extended family.

What will success look like?

5.28   By 2010 we would expect the following outputs:

- The establishment of a national framework

- The publication of a best practice document to disseminate existing good practice in family-school partnerships, and;

- The majority of schools nationwide agreeing to establish the framework locally.

Chapter 6: The Role of Education

6.1   We believe that schools must be the starting point for any step-change in achievement and aspirations. The education system is the driver and measure of academic achievement, and one of the main seed-beds of aspirations among young people. Good schools and committed teachers can and do make a tremendous contribution to raising the achievement of Black boys and young Black men, but the opposite is also true: there is much more that education professionals can do.

6.2   Education was a key topic of discussion at all of the REACH community engagements visits, with many participants expressing concern that the system itself was stacked against Black boys; through low teacher expectations, an exclusive curriculum and poor exclusion policies. This concern is supported by many academics' work highlighting the need for schools to take more seriously their duties towards Black pupils.

6.3   This chapter will look at the legislative, inspection and policy frameworks surrounding schools' delivery of race equality in education. It will recommend that schools must renew their efforts, in line with their legal duties under race equality legislation. We will also recommend changes to strengthen inspection, focussed on ensuring that all schools take their responsibilities to Black boys seriously, incorporating greater accountability into the system.

PHOTO REDACTED DUE TO THIRD PARTY RIGHTS OR OTHER LEGAL ISSUES
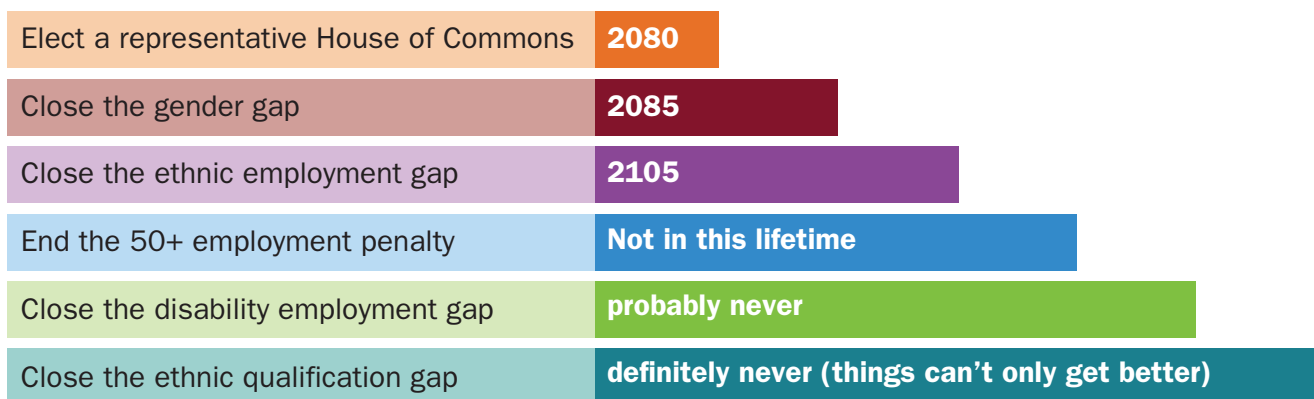
Background

Attainment

6.4   All ethnic groups now achieve significantly better GCSE results than they did a decade ago. However, all groups have not shared equally in the overall improvements.

6.5   The Youth Cohort Study of England and Wales (YCS) provides the only nationally representative way of comparing the attainment of Black and White pupils back to the late 1980s. In 1989 there was a gap of 12 points between the percentage of White and Black pupils who gained five or more high grade GCSEs; in 2004 the gap was 21 percentage points.[18]

6.6   The percentage of Black Caribbean pupils attaining five grade A* to C GCSEs rose by 3 percentage points more than the national figure between 2004 and 2005 and by 0.8 percentage points more than the national figure between 2005 and 2006.[19] These recent improvements are encouraging, however it is too soon to draw clear conclusions on whether this is a long term trend. Rates of improvement tend to fluctuate considerably from one year to the next.

6.7   The recent Equalities Review calculated that at the present rate of progress the overall 'ethnic qualification gap' would never close.[20] There can be no stronger indication of the need for a major shift in focus on this area.

At the current rate of change we will:

Elect a representative House of Commons	**2080**
Close the gender gap	**2085**
Close the ethnic employment gap	**2105**
End the 50+ employment penalty	**Not in this lifetime**
Close the disability employment gap	**probably never**
Close the ethnic qualification gap	**definitely never (things can't only get better)**

[18] DfES (2005) *Youth Cohort Study: The Activities and Experiences Of 16 Year Olds: England and Wales 2004*. SFR 04/2005 Revised. London, DfES. Table A. These figures are not completely comparable, due to differing data collection methods, although this does strong evidence of the embedded nature of the attainment gap.

[19] Statistical First Release 09/2006 and SFR 04/2007 revised.

[20] Equalities review (2007) p. 24.

6.8   In relation to English and maths achievement a distant end point is in sight, but only after 100% of White pupils have met the required levels.[21]

If the achievement of 11 year olds at Key Stage 2 continues to improve at its current rate of progress, how long will it be before children from these ethnic groups close the attainment gap in English and Maths?

2010 Bangladeshi

2014 Mixed White and Black Caribbean

2017 Pakistani

2025 other Black

Black Caribbean   **2045**

Black African   **2053**
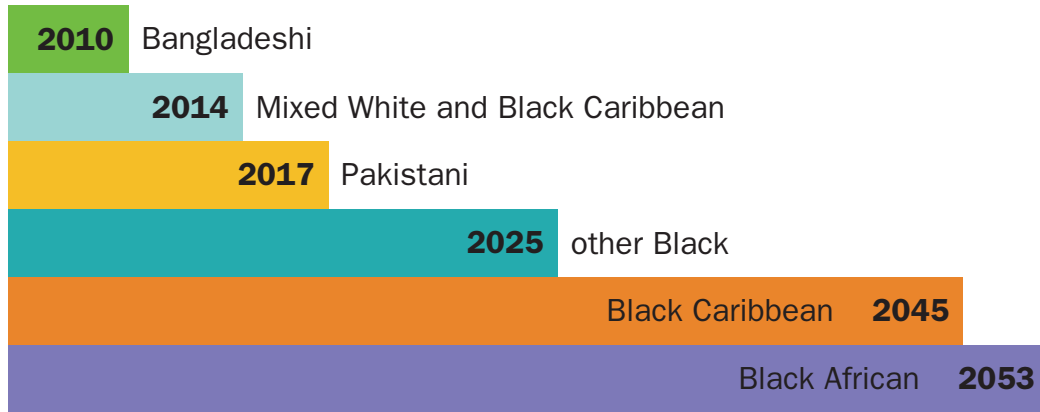
This is not merely a class issue

6.9   A lot of publicity has recently focused on the plight of White boys in receipt of free school meals (free school meals often being used as a proxy for socio-economic disadvantage) – who are one of the lowest achieving groups. This has led to some misunderstandings and the false impression that the situation of Black boys is no longer worthy of focussed attention. We would point to the following facts.

[21] Equalities Review (2007) p. 25.

Fact Box: Race and Class

In the latest GCSE results (2006) 13% of pupils received free school meals.

Among the majority (87%) of pupils, who do not receive free school meals, the ethnic inequalities are stark:

Pupils achieving 5 A* to C passes (including English and Maths)[20]

White Boys	43.5%
Mixed White/Black Caribbean Boys	31.6%
Black Caribbean Boys	25.0%
Black African Boys	38.0%
Other Black Background Boys	29.0%
White Girls	52.0%
Mixed White/Black Caribbean Girls	42.7%
Black Caribbean Girls	39.4%
Black African Girls	50.4%
Other Black Background Girls	41.5%

These statistics help to demonstrate that there may be an ethnic penalty in the education system – that, having attempted to control for socio-economic disadvantage (by using the best available proxy of free school meals), there may remain an ethnic attainment gap.

6.10   The attainment of pupils in receipt of free school meals is too low, regardless of their ethnic background, but this group account for a small proportion of the school population. Among the majority of pupils, who do not receive free school meals, the race inequalities of attainment are pronounced: Black Caribbean boys are 18.5% points behind White boys.

6.11   Yet some schools are able to achieve significant improvements in the attainment of Black boys in a short space of time. This often follows the appointment of a new Head Teacher who treats race equality as a genuine priority and makes it a key issue across the school's structures and procedures. The most significant factor in schools achieving successful outcomes for their minority ethnic pupils is strong leadership that takes a lead on maintaining high expectations of all pupils and acting against racist incidents across the school.[23]

---

[22] Source: DfES (2006) National Curriculum Assessment, GCSE and Equivalent Attainment and Post-16 Attainment by Pupil Characteristics in England 2005/06 (provisional). SFR 46/2006, London, DfES, Table 32.

[23] Tikly, L., Haynes, J., Caballero, C., Hill, J. & Gillborn, D. (2006) *Evaluation of Aiming High: African Caribbean Achievement Project*. Research Report RR801. London, DfES; Demie (2005), Blair & Bourne (1998), Ofsted (1999, 2002), Gillborn & Mirza (2000).

Case Study: Lordswood Boys School, Birmingham

Lordswood Boys School in Birmingham has experienced significant improvements in the attainment, attendance and discipline of its Black boys.

The school has launched a range of projects to engage with students exhibiting disaffection and under-achievement. One project involves the boys working with primary school pupils; listening to them read, and helping to plan and prepare 'lessons'. The students respond well to the responsibility they are given - 80% of the pupils taking part improve attendance, 100% show a reduction in the detentions they receive and 95% achieved their target grade at public examinations at age 14.

A strong feature of the school is the model of leadership presented by the headteacher, a male of African-Caribbean ancestry, and the prominence of other Black men and women in key leadership roles, such as Head of Maths and Head of Year. This conscious promotion of role models extends to the boys themselves, with photographs of achieving Black boys distributed around the school.

The school has participated actively in the DfES/National Strategies 'Black Pupils Achievement Programme.' Whilst pursuing an ethos whereby all groups within this multi-lingual, multi-cultural school are respected, the programme, with its emphasis on raising the achievement of Black African, Black Caribbean and mixed heritage pupils, has focussed attention on the particular needs of this group. As a result the school has, for example, established parents' groups to re-engage with Black parents, and adopted innovative approaches such as 'lunch with the headteacher', so that the school can listen and respond to the voice of the pupils.

The school is seeing the results of this multi-faceted approach – the recent Ofsted report rated the school as outstanding in its contribution to the spiritual, cultural, social and moral needs of its pupils, and the school now finds that it hardly ever needs to exclude a pupil.

Case Study – Hamstead Hall School, Birmingham

Hamstead Hall is another Birmingham school which has seen significant improvements in the attainment of its Black boys and young Black men in recent years. The school management team, the teachers and the support staff have all worked hard to achieve these improvements.

To help encourage their Black boys to be successful, the school has run:

- Mentoring programmes
- Parent support groups (community and school working in partnership)
- Business partnerships (pupils can experience the world of work)
- Homework clubs
- Sports at lunchtime (to release tension and de-stress)
- DJ workshops
- Instrument lessons
- Reward incentive schemes and
- Provided opportunities for pupils to attend relevant conferences.

In addition to the above, Hamstead Hall Community Learning Centre (HHCLC) provides weekend classes to help students to top up on their work and revision in the run up to exams, with teachers mentoring pupils to raise their potential and achieve the best possible grades.

In November 2006 the school was recognised by the National Black Boys Can Association as the "Best school for raising the achievement of Black boys" and some of its pupils were also awarded "Pupils of Distinction" awards for their exemplary personal achievement.

Hamstead Hall has created and provides many different ways to harness, promote and raise the achievements and aspirations of all their pupils, especially those from groups who are at risk of underachieving, for example Black boys and young Black men.
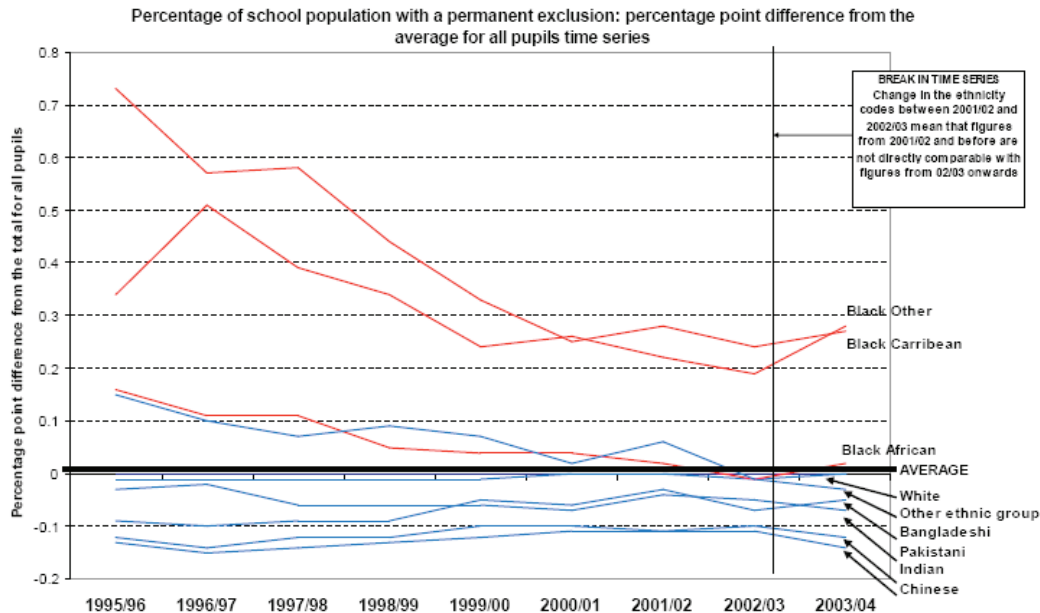
Exclusions

6.12   The exclusions gap improved significantly during the 1990s, but has stabilised since then. Black Caribbean boys remain more than three times more likely to be excluded from school than their peers.[24]

---

[24] Ofsted (2006)

The exclusions gap

- Between 1995 and 2000 there was a decline in exclusions, and the gap between exclusion rates for Black pupils and others closed significantly. However, the gap persists and shows no sign of disappearing. In fact, since 2000, the proportion of Black pupils excluded has increased, and more rapidly than for any other group.

Percentage of school population with a permanent exclusion: percentage point difference from the average for all pupils time series

BREAK IN TIME SERIES
Change in the ethnicity codes between 2001/02 and 2002/03 mean that figures from 2001/02 and before are not directly comparable with figures from 02/03 onwards

Black Other
Black Carribean
Black African
AVERAGE
White
Other ethnic group
Bangladeshi
Pakistani
Indian
Chinese

Percentage point difference from the total for all pupils

1995/96 1996/97 1997/98 1998/99 1999/00 2000/01 2001/02 2002/03 2003/04

Government support for schools' delivery of race equality

6.13   The Local Government Act of 1966 was the first national policy that included an explicit element aimed at improving the educational attainment of minority ethnic pupils. Since then numerous separate initiatives and policies have been launched but critics have argued that race equality has often been included as a lesser part of wider reforms, or been absent from education policy for a period.[25] Often race equality appears to slip from the agenda when a new round of reforms is announced: just five years after the Stephen Lawrence Inquiry, for example, the DfES's five year strategy did not mention racism.[26]

6.14   The current DCSF programme *Aiming High: Raising the Attainment of Minority Ethnic Pupils* does include a strong focus on embedding race equality through effective leadership, teaching and learning in schools. Key strands in the delivery of this are:

- *The Ethnic Minority Achievement Grant (EMAG)*. This ring-fenced grant for schools and Local Authorities was worth £178.6 million in 2006-07. The National Union of Teachers' survey of EMAG in 2006 concluded that EMAG was a huge benefit to minority ethnic children and feedback from local authorities and schools shows that EMAG is essential to support their work on improving the attainment of minority ethnic pupils.

[25] John, G. (2006) *Taking a Stand*. Manchester, Gus John Partnership; Majors, R. (ed.)(2001) Educating Our Black Children, London, Routledge; Tomlinson, S. (2005) *Education in a Post-Welfare Society*. Maidenhead, Open University Press.

[26] DfES (2004) *Five Year Strategy for Children and Learners*.

- *The Black Pupils Achievement Programme (BPAP)*. This project is now working to boost achievement among Black pupils in over 100 secondary schools across 25 Local Authorities. The DCSF has funded accredited training courses for both teachers and teaching assistants since 2004. A complementary project at primary level, the Black Children's Achievement Programme, was launched in late 2006.

- *Recruitment of minority ethnic staff*. Progress has been made in recruiting entrants to teacher training from minority ethnic backgrounds. Currently, more than one in 10 new trainee teachers (12 per cent) are from a minority ethnic background. This represents a 126 per cent increase in the number of minority ethnic trainees since 2001. Over £1 million of funding ring-fenced for improving minority ethnic recruitment was allocated to providers during 2006-07. However, despite this progress, only 5.4% of current teaching staff are from minority ethnic groups. This can be compared to the one in six pupils in maintained (state) secondary schools from minority ethnic groups, and the one in five in primary schools.

6.15   In the coming year, the National Strategy Regional Advisers will increasingly move from working solely in targeted local authorities and schools towards working in other identified BME priority areas and the work will become more mainstreamed. Materials that have been tried and tested with targeted local authorities and schools will be adapted and developed for a national roll-out.

6.16   These programmes are useful and recent developments at national level to provide more emphasis on the monitoring and evaluation of the impact of the programme on raising Black achievement may prove fruitful. However, much of the available training remains voluntary. Although the programme has helped some schools re-engage with the specific issues surrounding Black under-achievement, headteachers who do not see race equality as a priority can ignore or marginalise the work of the BPAP programme.

The view from outside the system

6.17   The Black community has a long history of valuing education and has voiced strong concerns about the treatment of Black pupils within the educational system, especially boys. These concerns have been backed up by a great deal of academic research, including independent research reviews which show that teachers tend to have lower expectations of Black pupils, especially boys. For example, Key Stage 3 research has found that Black Caribbean pupils were less likely than White British pupils to be entered for the higher test tiers at age 14 even after taking account of their prior attainment.[27]

6.18   Black boys are also over-represented in low ranked teaching groups ('sets' and 'streams') which means that they cover less of the curriculum and cannot fulfil their potential in examinations.[28]

---

[27] Unpublished interim findings from analysis by Strand, S. University of Warwick, using findings from the Longitudinal Study of Young People in England. Quoted in the *Equalities Review*, 2007.

[28] See Coard, B. (1971) *How the West Indian Child is Made Educationally Subnormal in the British School System*. London, New Beacon Books; Cork, Lorna (2005) *Supporting Black Pupils and Parents*. London, Routledge; Figueroa, P. (2004) Multicultural Education in the United Kingdom, in J.A. Banks & C.A.M. Banks (eds) *Handbook of Research on Multicultural Education*. Second Edition. San Francisco, Jossey-Bass, pp. 997-1026; Gillborn, D. & Mirza, H.S (2000) *Educational Inequality: Mapping Race, Class and Gender – A Synthesis of Research Evidence*. Report #HMI 232. London, Office for Standards in Education; Gillborn. D. & Youdell (2000) *Rationing Education*, Buckingham, Open University Press; Richardson, B (ed.)(2005) *Tell It Like It Is: How Our Schools Fail Black Children*. London, Bookmarks Publications.

The Inspection framework

6.19   Ofsted is the Government department charged with regulating care and inspecting education services for children and young people. The new Ofsted – the Office for Standards in Education, Children's Services and Skills – came into being on 1 April 2007.

6.20   Ofsted's stated aim is to raise standards and improve lives. Ofsted's Race Equality Scheme includes among their key challenges:

- Balancing the need for specific reporting of race equalities issues against the need to report wider dimensions of diversity, and to write short reports in line with our lighter touch, proportionate inspections, and;

- Ensuring consistent inspection and reporting on race equality across all inspection types, including the achievements of ethnic groups.

6.21   The rest of the scheme provides examples of how they will put this into place, including mandatory training for Inspectors on the Race Relations (Amendment) Act 2000, and other diversity training.

6.22   To encourage schools to perform better on race equality, Ofsted could also report on race equality issues in a stronger and more consistent way, and do more to highlight good practice and disseminate successful practice. It should use all of these methods to encourage schools to take their race duties seriously and to inspire them to work to raise the aspirations and attainment of their Black pupils.

The Inspection process

6.23   A key step of school evaluation is the school's completion of a Self-Evaluation Form (SEF). The SEF includes a number of questions that address the provision for and performance of Black pupils, directly or indirectly. From April 2007, the form introduced specific reference to minority ethnic groups and has explicitly requested schools to identify significant differences in the progress of groups of learners, such as particular minority ethnic groups; as well as the number of fixed period and permanent exclusions there have been, broken down by ethnic group and sex.

6.24   Ofsted Inspectors use a school's SEF throughout an inspection, alongside the previous inspection report and the RAISEonline data report. It is used as a starting point for discussions with a school, and in deciding what to focus on when planning an inspection.

6.25   All Ofsted Inspectors undertake training in race equality and undertake to "evaluate the work of the inspected bodies in eliminating unlawful racial discrimination, promoting equal opportunities and encouraging good race relations."[29] However, the extent to which race equality issues are covered in the inspection process is dependent on both time constraints and the Inspector's view of the relative importance of those issues for that school.

---

[29] Framework for the inspection of schools in England from September 2005, paragraph 62, Ofsted.

6.26   In 2004, DfES published plans for the establishment of School Improvement Partners.[30] Every maintained primary, secondary and special school and every Academy will be allocated a School Improvement Partner in a rolling programme between September 2005 and April 2008. A School Improvement Partner provides professional challenge and support to a school, helping its leadership to evaluate its performance, identify priorities for improving and plan effective change. Two of the key documents in this are the schools most recent SEF and Ofsted report.

Analysis

Education and the Race Relations (Amendment) Act

6.27   The REACH group believe that education could be transformed by the general and specific duties that were introduced as part of the Race Relations (Amendment) Act, which was the Government's main response to the Stephen Lawrence Inquiry.

6.28   Under the Race Relations (Amendment) Act 2000, each school governing body has a general duty *to take proactive steps to tackle racial discrimination, and promote equality of opportunity and good race relations*.

6.29 In addition to that general duty, each school is required to comply with the following specific duties:

1. Prepare and maintain a written statement of their policy for promoting race equality;

2   Assess the impact of their policies, including their race equality policy, on pupils, staff, and parents of different racial groups including, in particular, the impact on attainment levels of such pupils;

3. Monitor, by reference to their impact on such pupils, staff, and parents, the operation of such policies including, in particular, their impact on the attainment levels of such pupils, and;

4. Take reasonable steps to publish annually the results of its monitoring.

6.30   A school's race equality policy must make clear how it plans to meet both its general and specific duties across all areas of its activity. Ideally it should summarise the school's overall approach to race equality and how this links to its corporate aims and objectives. The race equality policy should be a written statement of responsibilities and commitments. It could be linked to an action plan for putting the policy into practice.

6.31   These are powerful mandatory requirements but there is evidence that many schools have been slow to respond. A survey for the Commission for Racial Equality found that more than half of respondents in the education sector had not identified clear 'goals' or 'targets' for improvement. In relation to differences in attainment, which is especially prominent in the legislation, only one in three schools had set any clear goals for change.[31] Schools were also less positive about the outcomes of changes they had made and people working in education were the *least* likely to express a need for further guidance. Put simply, the survey suggests that many schools are inactive on race equality: at best they might be thought to be 'too busy', at worst, they appear to be complacent about their legal duties and uninterested in further progress.

---

[30] Further detail on the role of School Improvement Partners can be found at
https://www.ncsl.org.uk/media/084/9C/a-new-relationship-with-schools.pdf

[31] Schneider-Ross (2003) *Towards Racial Equality: An Evaluation of the Public Duty to Promote Race Equality and Good Race Relations in England & Wales*. London, Commission for Racial Equality.

6.32   Following the critical 'Osler report' in 2000, Ofsted improved the coverage of inclusion in its training procedures.[32] A research study carried out for the DfES found that some schools were in violation of their duties under the RRAA and that Ofsted school inspection reports sometimes included statistics showing disproportionality in the exclusion of Black pupils but the inspectors did not mention this in their conclusions nor did the schools address the issue in the action plans they produced.[33] Whilst progress has continued, including with the introduction of the school inspection system in September 2005, more needs to be done.

6.33   It should be noted that the Discrimination Law Review has proposed the establishment of a single public sector duty (see *A Framework for Fairness: Proposals for a Single Equality Bill for Great Britain*, June 2007). This new duty would replace the separate race, disability and gender duties. In the past the race duty in particular has been criticised for being focussed too much on the bureaucratic process (see *Fairness and Freedom: the final report of the Equalities Review*, February 2007).

6.34   Views are currently being sought on how to develop a more effective framework for a single public sector duty which is proportionately applied and outcome focussed; how to support more effective performance of a single public sector equality duty based on four key principles – consultation and involvement, use of evidence, transparency and capability; whether there is a the case for extending the proposed single public equality duty to cover age, and/or religion or belief, and/or sexual orientation; and the role of the public sector inspectorates in assessing compliance.

Tackling the 'exclusions gap' for Black pupils

6.35   The disproportionate exclusion of Black pupils (the 'exclusions gap') is a very significant issue for Black communities. The 'London Schools and the Black Child' conferences, organised by Diane Abbott MP, have raised the profile of this issue – which was seen as *the* most pressing problem facing people attending the first conference in 2002.[34]

6.36   In 2006 the DfES commissioned a Priority Review to examine this issue in depth. The report finds that a focus on 'in-school' factors is likely to bring about the most immediate improvements:

"Whilst a compelling case can be made for the existence of "institutional racism" in schools, there is a comparatively weak evidential basis for arguing that 'street culture' has a *more* persuasive influence on Black young people than it (or any other anti-academic youth culture) has on other young people. Out-of-school factors might explain the background to many individual exclusions, but it is harder to demonstrate their contribution to an exclusions *gap*."[35]

6.37   The DCSF has a programme of work underway to implement the recommendations of the Priority Review report *"Getting it, getting it right"*. This includes work led by the National Strategies with schools across a range of LAs. Training materials will be developed to support school staff to analyse their data more rigorously, examine their procedures and establish practices and processes designed to manage pupil behaviour in ways which do not result in disproportionate exclusions.

[32] Osler, A. & Morrison, M. (2000) *Inspecting Schools for Racial Equality: OFSTED's strengths and weaknesses*. A report for the CRE. Stoke-on-Trent, Trentham.

[33] Parsons, C., Godfrey, R., Annan, G., Cornwall, J., Dussart, M., Hepburn, S., Howlett, K. & Wennerstrom, V. (2004) *Minority Ethnic Exclusions and the Race Relations (Amendment) Act 2000*. Research Report 616. London, Department for Education & Skills.

[34] Greater London Authority (2003) Delegate Survey, *Towards a Vision of Excellence: London Schools and the Black Child 2002 Conference Report*. London, GLA, pp. 48-51.

[35] DfES (2007) *Priority Review: Exclusion of Black Pupils 'getting it. Getting it Right'*. London, DfES, p. 13.

6.38   The DCSF is also working with the Training and Development Agency for Schools (TDA) to improve its Initial Teacher Training (ITT) programme and strengthen its coverage of race equality issues in performance management. TDA have produced on-line training and notes for tutors to address the issues raised in the Priority Review. Work is also in hand with the National College for School Leadership (NCSL) to ensure the key issues from the Priority Review are integrated into the revisions on the aspiring heads 'assessment framework' and on other policy issues, such as governance, personalising learning and parental involvement.

6.39   The REACH group are pleased that the Priority Review was commissioned but disappointed that its publication was delayed, and feels that further measures are needed if the exclusions gap is to be closed.

Conclusions

6.40   These ongoing inequalities show clearly that a great deal more needs to be done. However, it was noticeable that none of the stakeholders engaged in this report suggested the need for further legislative change – they wanted the existing legislative powers and processes to be used more effectively. Few even argued for the need for additional funding to enable schools to deliver race equality more effectively. Indeed, there was widespread concern that initiatives such as the Ethnic Minority Achievement Grant should continue in their present form. Similarly, no consultees objected to the principle of Ofsted inspections as the most effective means of enforcing race equality.

6.41   There appears some appetite within the community for changes in the curriculum, particularly among the boys themselves. The vast majority of those questioned would welcome lessons on notable Black figures such as Nelson Mandela or Martin Luther King. The REACH group was heartened by the recommendations from the Ajegbo Report[36] which included the mainstreaming of ethnic minority issues within the curriculum, and a greater emphasis on promoting race equality within schools. The REACH group endorses these recommendations and consider that they will provide strong support for the REACH recommendations if they are enacted nationally.

6.42   The group was also heartened by the ongoing improvements in the proportion of new entrants to teacher training from minority ethnic backgrounds. They consider that this will do much over the next few years to raise teachers' expectations of Black boys, which was one of the main concerns emerging from the stakeholder events.

6.43   Ofsted have also done lots of good work recently. Most specifically, Race Equality in Education: good practice in schools and Local Authorities (2005). This provides valuable evidence of good practice, including practice surrounding the implementation of the Race Relations (Amendment) Act.

6.44   Notwithstanding these positive signals, it is clear that improvements in the aspirations and attainments of Black boys are broadly limited to certain schools. Many of the parents and teachers consulted by REACH were of the opinion that some schools are 'getting away with it' by not taking the attainment and exclusions gaps seriously.

6.45   This is picked up by the inspection framework, but often isn't captured during inspection. Although Ofsted inspectors are trained in race equality issues, the REACH consultations, and independent research evidence, indicated that they vary greatly in the degree to which they raise these issues. The REACH consultations also indicated that few inspectors take them into account seriously when giving an overall judgement to a school.

---

[36] DfES (2007), *Diversity and Citizenship Curriculum Review*.

6.46   The REACH group believe that the existing requirements, as part of the RRAA, provide a strong framework for raising the attainment of Black boys and young Black men but that much more needs to be done to ensure that these duties are carried through in practice.

Recommendation

Ofsted, DCSF and relevant field forces (such as School Improvement Partners) should take urgent steps to strengthen existing systems to ensure that

(a) Ofsted effectively and consistently report on schools' delivery of their race equality duties, and;

(b) Relevant field forces[37] challenge and support schools in their delivery of those duties.

6.47   This recommendation seeks to ensure that the specific duties and responsibilities on Ofsted, DCSF and relevant field forces under the Race Relations (Amendment) Act are used more effectively in order to impact significantly on the statistical inequalities for Black boys' achievements and reduce inequalities surrounding exclusions.

6.48   The fundamental concern that this recommendation seeks to address is schools' accountability on delivering their race equality duties, and the mechanism for challenging and supporting those schools that are failing in this regard. The next section of this chapter provides examples of how Ofsted, DCSF and relevant field forces could enforce this practice. This focus on accountability is not intended to preclude clear acknowledgement of where schools are performing well.[38]

How this might work in practice

6.49   As a result of this recommendation being implemented:

- **Inspection teams would systematically address issues in relation to inequality of outcomes as a matter of their every-day practice.** As a first step to achieving this, **Ofsted's Chief Inspector would work with the CEHR and the REACH taskforce to review and improve inspection processes to ensure greater consistency in inspecting and reporting on race equality.** The revised practices could be embedded within the existing inspection framework and systems that quality assures reports. For example, inspection reports could be checked for inconsistencies and the extent to which race (and other) equality issues and legal duties have been addressed before being permitted to enter the public domain.

- **The Commission for Equality and Human Rights (CEHR) would proactively work with and challenge Ofsted's progress on reporting on race equality issues.** Race Equality Councils should have a role locally in supporting local authorities to guide schools toward meeting their Race Equalities duties. This is clearly in line with CEHR's own commitment to "play a more dynamic role in enforcement than has been possible for the equality commissions in the past."[39] The CEHR should also encourage inspectors and other regulators to be consistent in their approach

---

[37] Field forces are a group of experts whose function is to support and challenge as necessary, LAs and schools with a view to raising standards. Examples of field forces include the National Stratagies, School Improvement Partners and LA consultants.

[38] A recommendation made in 'Supporting Black Pupils and Parents' (Cork: 2005) is that the DfES for example, could seek ways of rewarding those schools for consistent success factors (p157).

[39] Equalities Review, p137 (2007).

to understanding and identifying race equality issues, and to tackle and articulate these in a more prominent and explicit way in their feedback and inspection reports.

- **Data captured by Ofsted nationally about how and where the needs of Black pupils are either being met well, or not being addressed, would be part of the Chief Inspector's Annual Report.** The report would then show exactly what they have done in this area and highlight good practice. Equally importantly, there would then be the potential for follow-up action and monitoring.

- DCSF would ensure that School Improvement Partners and other field forces provide an effective framework for supporting and challenging schools to assess and address race equality deficiencies, including those raised in their Ofsted reports. **In the evaluation and management of the School Improvement Partner function, in particular through the review of their impact and their professional development, there should be a focus on school improvement partners' tackling of race inequality, ensuring both that they do tackle it wherever they need to and that the approaches they use are effective.**

What will success look like?

6.50   By 2010 we would expect the following outputs:

- A consistent approach to addressing race equality issues in all Ofsted inspections

- The CEHR establishing a strong mechanism for challenging Ofsted in its progress in reporting on race equality in schools

- An analysis of progress in achieving race equality of outcomes included in Ofsted's annual reports and

- School Improvement Partners and other field forces proactively identifying race equality issues in schools and challenging them to address them as a priority.

Chapter 7: Driving the Agenda Forward

Introduction

7.1   The previous four sections of this report have outlined four key recommendations. The implementation of these recommendations is crucial, not just to the delivery of direct improvements to the lives of Black boys and young Black men, but in underpinning future initiatives as well. They are intended to lay the foundation for more measures focussing on specific barriers faced by Black boys and young Black men. They will not, on their own, deliver the step change that is required.

7.2   The REACH group felt that it was important that structural changes are made in Government to ensure that not only these recommendations are taken forward, but further measures are also taken to address the ongoing inequalities.

Background

7.3   There were two key themes running through the feedback from the community engagement visits. First, almost all those consulted were pleased that Government was taking these issues seriously; but, second, there was an equal feeling that 'we've been here before', in seeking and proposing solutions. This was expressed a number of times at each stakeholder meeting. It is essential that the Government overcomes this deep-seated malaise and distrust of its commitment to tackling these issues.

7.4   The source of this distrust is the ingrained nature of the inequalities. In many ways, the barriers facing Black boys today are similar to those faced by their fathers, or grandfathers. The recent series of high-profile killings of young Black men in London and Manchester has led to a further feeling that, far from being solved, these problems are becoming even more serious.

7.5   The Lawrence Inquiry recognised that any realistic solutions would need the support of the community to be effective.[40] To do so, and to ensure the delivery of the recommendations within this report, it is necessary to establish frameworks for ongoing support from central Government, both in delivering these recommendations, and in ensuring the issues facing Black boys remain high on the political agenda for the generation needed to see the changes through.

The case for a taskforce

7.6   The stakeholder events uncovered a deep level of cynicism that REACH would produce 'just another report', which would fail to deliver real change on the ground. The recommendations in this report are deliberately output and outcome-focussed to ensure that progress in delivery can be monitored, evaluated, and shown to interested stakeholders. In order to do this monitoring, and to drive forward implementation, a taskforce should be established.

7.7   The taskforce itself might include a core of members from the current REACH group, plus new members with expertise in delivery and engaging the key stakeholders. Its role would be to take forward the work and conclusions outlined in this report. In particular, it would flesh out the scope and detail of the recommendations and how they may be implemented, engaging the relevant stakeholders. This is a significant task. For example, the implementation of a national role model programme would need greater detail as to how it might be coordinated, delivered, who would deliver it, and what materials they would take with them for the outreach talks. Evaluation should also be built-in.

[40] The Stephen Lawrence Inquiry (1999), William MacPherson

The case for a Minister for Race

7.8   In order for the REACH recommendations to be taken seriously by Black communities, there should be clear evidence that there is buy-in from the top political level. The REACH group feel that the best way for this to be done would be through the creation of a specific post for Minister for Race. Whilst responsibilities for race equality are within a current ministerial portfolio, this does not amount to a specific post with the profile of, for example, the Minister for Women.

7.9   Establishing such a post would create a 'figurehead' who could drive these recommendations, and wider issues, forward. It would also assure Black communities that the Government is taking these issues seriously; demonstrating the political will to ensure the agenda remains one of their high priorities.

7.10   But the need for a Minister for Race is not purely presentational. Where there have been initiatives to focus on specific areas, positive results follow. For example, the creation of a Minster for Women led to a raft of initiatives targeted at increasing the number of women in senior management positions in the UK. As a result 77 FTSE 100 companies have women directors and thirteen FTSE 100 companies now have women executive directors on their boards, up from eleven in 2005.

7.11   This need for a Minister for Race is not, therefore, merely an expression of a desire to have leadership and direction in the delivery of these recommendations, but a recognition that these recommendations cannot, on their own, deliver the long term changes that are needed. They will provide the groundwork and the framework for that change, but they cannot anticipate the initiatives and policies that will be needed in ten years' time. What is needed is an ongoing commitment to delivering systemic, ongoing change. That will require an ongoing political commitment best achieved through the creation of a specific figurehead to keep the problems facing Black boys and young Black men near the top of the political agenda.

Case Study: A Minister for Women

The role of Minister for Women was established after the 1997 election, as part of the Government's objective to create more opportunity for everyone, by removing obstacles to achievement wherever they exist.

Since the creation of this post, there have been significant improvements in reducing the barriers facing women. The Government has:

- Uprated the adult National Minimum Wage on October 1, 2006 to £5.35; two-thirds of the people who benefited from the rise were women;

- Streamlined the existing tribunal procedure for making an equal pay claim;

- Made a commitment to get 45% of large organisations to undertake a pay review by April 2008;

Case Study: A Minister for Women *(continued)*

- Launched the Women and Work Commission's Action Plan, which aims to improve the prospects and career options of women in the labour market by:

  – Developing a £500K fund to support initiatives to increase the availability of quality, part-time work

  – Creating a programme of exemplar employers, which more than 100 companies have already signed up to

  – Creating national standards for careers advice, to ensure that all young people can get careers information, advice and guidance that's tailored according to their preferences and aptitudes – and not just their gender.

These initiatives, many of which were launched by the Minister for Women have achieved significant success on the ground:

- Women currently hold 35.6% of public appointments overall, up from 32% in 1997

- After the last election, a record number of women entered parliament – 126 in the House of Commons, and 142 in the House of Lords

- Between 1971 and today, the number of women in employment rose from 42% to 70%.

Recommendation

Communities and Local Government should appoint a taskforce (with a time-limited remit) that will drive forward the delivery of the REACH recommendations, within the wider achievement agenda for Black boys and young Black men, reporting to a Minister for Race.

How it might work in practice

7.12   We would expect that the taskforce would:

- **Have a limited remit;** to focus on the implementation, monitoring and publicity of the 5 recommendations included in this report.

- **Be time limited;**

- **Be limited in size;** to, say, 6-8 members.

- **Be hand-picked by the Race Equality Unit;** as the most effective team for delivery of the recommendations.

- **Be supported and advised by a secretariat from Communities and Local Government.**

- **Establish a timetable for the delivery of these recommendations** within two months of the creation of the taskforce; provide a short interim review; and a final review, at the end of the time-remit for the taskforce, assessing the overall success in delivering the recommendations.

7.13   The appointment of a specific Minister for Race is within the gift of the Prime Minister. Such a portfolio could be allocated to a Secretary of State or Minister of State as a specific role alongside their other duties, in the same fashion as the current Minister for Women position.

What will success look like?

7.14   By the end of 2007

- Communities and Local Government will have appointed a taskforce to take forward the REACH recommendations

- The taskforce will have established a timetable for the delivery of the REACH recommendations, and

- The Government will have appointed a Minister for Race.

Chapter 8: Conclusions

8.1   The statistics showing the barriers facing Black boys and young Black men today can paint a very negative picture. Fortunately statistics, whilst important, do not tell the whole story. Within the research undertaken for this report, the REACH group has uncovered numerous examples of real success stories of Black boys and young Black men. The 'failure' of Black boys is not a foregone conclusion.

Case Study: Neil, Black Boys Can

Neil, a Black boy from London, attended the Oxford University Black Boys Can programme, a programme run in partnership between the National Black Boys Can Association and the University of Oxford.

Neil had always been exceptionally brilliant at Maths, so he took his GCSE Maths one year early and not only got an A* but also got a record 100% in his exam. However, Neil's weaknesses were in English and other language based subjects.

Neil found the Black Boys Can programme to be highly motivational and resolved to aim to do well not just in what came easy to him, but to apply himself to do the best he could in every subject area. In partnership with his mother, who attended all of the parents training courses that were held as part of the Oxford University Black Boys Can programme, Neil was successful in gaining 11 GCSE's, mainly at grades A's and A* including English and other language based subjects.

Determined to gain a place at Oxford University, Neil then started to apply himself to preparing himself as a candidate, and has been successful in securing a place to do a degree in engineering at Oxford University.

8.2   As well as the many success stories from individual young people, there are many, very different, community based organisations and schools making real, life-changing contributions to Black boys and young Black men. In many cases even those boys considered statistically 'at risk' can be helped to thrive.

8.3   These boys, organisations and schools should be encouraged to spread their successes and good practice. These recommendations are aimed at doing just that, by creating a nationwide, cohesive strategy to change the structures and practices that hold back successful boys, organisations and schools.

Summary of recommendations

- The Government should introduce a structured national role model programme for Black boys and young Black men

- Voluntary and Community Sector organisations working to support Black boys and young Black men should form Black-led Consortia, supported by the Government

- The Government should establish a national framework of family-school partnerships, ensuring that the specific needs of Black families are integral to the framework

- Ofsted, DCSF and relevant field forces (such as School Improvement Partners) should take urgent steps to strengthen existing systems to ensure that:
  (a) Ofsted effectively and consistently report on schools' delivery of their race equality duties, and;
  (b) Relevant field forces challenge and support schools in their delivery of those duties.
  Note – Field forces are a group of experts whose function is to support and challenge as necessary, LAs and schools with a view to raising standards. Examples of field forces include the National Stratagies, School Improvement Partners and LA consultants.

- Communities and Local Government should appoint a taskforce (with a time-limited remit) that will drive forward the delivery of the REACH recommendations within the wider achievement agenda for Black boys and young Black men, reporting to a Minister for Race.

How the recommendations tie together

8.4   These recommendations are intended to act together to establish a new framework within which Black boys and young Black men can thrive. It is intended that each of the new structures should interact with the others. A local consortium might, for example, include a provider of an after-school club for parents and children. This club might, in turn, utilise resources from the national role-modelling structure, which should be reflected positively within the school's Ofsted report.

8.5   The recommendations are also aimed at providing a high aspirations culture among Black boys and young Black men. This will provide a positive knock-on effect to the next generation of Black boys and young Black men because as they see Black men in top jobs, they will aspire to them themselves.

8.6   Although these recommendations are aimed initially at Government, responsibility for their delivery is much broader. It will require a large, coordinated effort on the part of all of the key stakeholders – the Government, voluntary organisations, schools, families, the media, and Black boys and young Black men themselves.

The role of community organisations

8.7   Community-led organisations are often at the forefront of tackling under-achievement. Some, for example the Windsor Fellowship, are producing results that are described accurately as 'spectacular.'

8.8   These organisations will need to take the lead in establishing local consortia, sharing resources and expertise, and engaging with Government, schools and local service providers. They will need to make the most of funding opportunities to continue delivering first-class services, and take a lead in promoting the role model programme.

The role of families and communities

8.9   In order to ensure that failure is not a foregone conclusion for Black boys, members of the Black community will need to be proactive in welcoming and guiding Government and third sector initiatives to ensure that they are culturally relevant to the boys themselves.

8.10   Families will need to do the same, taking opportunities to engage with their child's education, and encouraging them to aspire to great things.

The role of schools

8.11   Schools will need to work harder to make sure that they are not failing in their duty to Black boys. They will need to engage more with families and voluntary organisations to deliver relevant tuition, and undertake rigorous self-analysis of their attainment and exclusions gaps.

The role for Government and the inspection frameworks

8.12   The Government is best placed to take a lead in delivering change at a national level. This will mean appointing a taskforce to drive forward these recommendations, ensuring that structures are in place to keep these issues at the top of the Government's agenda, and initiating the role model programme and family-school partnerships framework.

What will success look like?

8.13   Overall, we would expect to see the following outputs by 2010:

Role Models

- Strong well-resourced networks of positive Black male role models both at the national level, acting as "champions", and at the local level, able to proactively engage and work with Black boys and young Black men

- Good resources for use in schools etc showcasing positive Black male role models, in the work and home environments, at national and local levels

- Positive images, portrayals and stories about Black boys and young Black men in the broadcast and print media, at national and local levels, accompanied by a move away from the negative stereotyping currently surrounding Black boys and young Black men

Family-School Partnerships

- Publication of a best practice document for disseminating existing good practice in family-school partnerships, looking in particular at involving Black parents and families

- Development of a national framework for family-school partnerships, with a particular focus on engaging and involving Black parents and families

- Most schools nationally agreeing to implement the framework locally

Community groups

- More Black boys and young Black men helped by third sector organisations

- Improved funding for the Black voluntary and community sector – more longer-term funding for third sector organisations to increase sustainability; an increase in the turnover of third sector organisations focussed on raising the aspirations and attainment of Black boys and young Black men; and a reduction in the number of small-scale third sector organisations in this field facing serious financial difficulties

- Development of local consortia, backed by a mechanism through which third sector organisations in this field can share good practice

Ofsted and schools

- Consistent approach to addressing race equality issues in Ofsted inspections

- Analysis of progress in achieving race equality of outcomes included in Ofsted's annual reports and the Commission for Equality and Human Rights (CEHR) assessing and monitoring Ofsted's progress in reporting on race equality

8.14   In addition, we would expect to see the following outcomes by 2020:

- Significant reduction in the attainment gap at GCSE level for Black boys

- Significant reduction in the differential exclusion rates for Black boys

- Significant change in the profile of Universities chosen by young Black men

- Significant improvements to the attainment and achievement of Black boys and young Black men resulting from increased involvement from the third sector in providing services

- Significant improvement in the representation of Black men in positions of power eg Board members in FTSE 250 companies, Cabinet members in Government, judiciary etc

- Significant improvement in self-image, self-confidence and self-esteem of Black boys and young Black men, alongside higher aspirations and expectations for themselves

- Significant improvement in teacher perceptions of Black boys and young Black men, alongside higher aspirations and expectations for them

- Significant improvement in the general public's perception of Black boys and young Black men, alongside higher aspirations and expectations for them

- Significant reduction in the numbers of Black boys and young Black men entering the Criminal Justice System

- Positive impact in terms of economic benefit to the economy and society (PwC work)

Next steps

8.15   The next step will be for Communities and Local Government to establish a small time-limited taskforce to take forward the REACH group's recommendations.

8.16   The taskforce will work closely with Communities and Local Government officials to develop a robust action plan (including key milestones and a delivery timetable) and success measures for the REACH recommendations.

8.17   The taskforce will then oversee the implementation and delivery of the action plan and ensure that it stays on track and delivers the expected outcomes. Evaluation will also be developed and built into the process.

Annex 1

REACH Project Group Members (External to Government)

Name	Organisation
Clive Lewis (Chair of REACH)	The Men's Room
Erinma Bell (Deputy Chair of REACH) and Lorna Downer	CARISMA
Dr Lorna Cork (report main author)	Birmingham City Council
Ken Barnes	c-a-n-i
Aminah Bhatti	Bradford Youth Services
Patrick Cozier	Highgate Wood School, Haringey
Melvyn Davis	Boys2MEN
Abi Ekoku	Andorra Group and Rugby Football League
Paul Elliot	Charlton Athletic Community Liaison
Decima Francis and Uanu Seshmi	From Boyhood To Manhood Foundation
Ken Fyfe	The City Academy, Bristol
David Gillborn	Institute of Education
Josef Norford and Henroy Green	National Black Boys Can Association
Paul Olaitan	Kensington and Chelsea Youth Inclusion Programme
David Okoro	Anthony Walker Foundation
Ann Palmer	Eastlea Community School, Newham
Bevan Powell	Metropolitan Black Police Association
Conrad Sackey	The Windsor Fellowship
Simon Woolley	Operation Black Vote

Annex 2

Summary of findings from the community engagement visits and questionnaire responses

Between September and December 2006 the REACH team held community engagement workshops in London, Nottingham, Bristol, Birmingham and Manchester. Over 300 people attended these events. Overall, the public was pleased that a Government appointed group was engaging with the community to discuss issues affecting Black boys and young Black men.

There was however some scepticism at every event. This was in the nature of, 'we've been here before, how will this project group be different?' This doubt was being expressed because of previous inadequate experiences that stakeholders had witnessed. It appeared that many were subconsciously choosing the REACH panel members as objects to vent feelings of anger and frustration about why yet another focus group had been set up to tackle this issue. All of the sessions ended with some groups expressing a desire to see the outputs of the REACH project. The team interpreted this message as an indication that caution is needed in the Government's approach to continuing engagement work to ensure that the approach is not seen as repetitive and simply appearing to take action.

Key Findings from Community engagement visits:

Good practice

Each session included an opportunity for one or two local projects to showcase their good practice. Other examples of good practice often arose during the discussion time, and were followed up by Communities and Local Government officials. These good practice examples varied greatly in scope and approach, but there were many shared characteristics:

Origins

- All the local project groups had been set up in response to individual issues. Some were focussed very much on specific geographical areas (e.g. the St Paul's Project in Bristol), or in response to localised problems (e.g. Increase the Peace in Birmingham).

- Even those groups that were connected to larger, national, organisations (e.g. Right Track in Bristol, which is sponsored by the Children's Society) deliberately emphasised their local focus over their national one.

- Many groups mentioned how important it is to employ staff who are known and respected in the local community, particularly for those groups that adopt a mentoring approach.

Use of role models

- Most groups emphasised the importance of providing role models for Black boys and young Black men. Many provided older mentors for at boys considered to be 'at risk' e.g. the Youth Inclusion project in Nottingham. Others took this further and endeavoured to train older boys to become mentors for younger boys, for instance boys2MEN in London.

Willingness to use non-mainstream methods

- Most groups emphasised the benefits of engaging Black boys through non-academic means, to complement an academic focus, as this was more likely to gain their attention than pure academia (e.g. Witness in Birmingham). The most popular methods were music, sports and outdoor pursuits.

- Many additional benefits were ascribed to these activities, including the opportunity to learn teamwork skills, raise self-respect and increase aspirations. Some also felt that there was a benefit in simply keeping boys from engaging in less edifying activities.

Joined up approach to provision

- Most groups emphasised the importance adopting a joined-up approach to engaging with boys, particularly with those who are misbehaving or under-achieving. This flowed from recognition that individuals' problems should not be treated in isolation from their relationships with their support networks and the interested parties that surround them. For example, some organisations facilitated meetings between at-risk pupils, parents and schools; others engaged entire peer groups or class groups (e.g. Shakti Imani in Bristol), or focused on the relationship between a father and son (e.g. Fathers and Sons workshops, Haringey).

- Some organisations were also seeking to improve their services by developing stronger links to other key groups in their local area, such as social services and private sector companies (e.g. GIFT in Manchester).

Cultural relevance

- Some groups felt that one of the causes of underachievement was an individual' s lack of self-identity, or the cultural irrelevance of the educational system. These groups often responded by establishing culturally specific supplementary schools (e.g. Erondu in Bristol), by teaching Black history (e.g. Sign Post and Rite Direkshon in Bristol) or offering culturally relevant rites of passage (e.g. Shakti Imani in Bristol).

Long term commitment

- Most groups emphasised the importance of adopting a long-term vision for the boys they engage with. For some (e.g. boys2MEN in London), this meant committing to a mentor relationship for "as long as it takes" to get the boy back on track, or offering ongoing support beyond the duration of the project.

- All groups also focused on boys' long term potential and aspirations. They felt that if a boy could be shown the value of education, gain greater self-esteem, or recognise their talent in other areas, they would be more likely to aspire to, and achieve, great things (e.g. the Foundation School of Excellence in Haringey).

Good practice in schools

- Schools were represented at each stakeholder event, through pupils, parents, teachers and head-teachers. A number of themes emerged as characterising "good" educational establishments:

  – A willingness to critically analyse the school's performance and make changes where necessary;

– A commitment to engaging parents in the learning process and including them early-on in discussions about behavioural or educational poor performance;

– A culture where individuals are valued, and teaching is tailored to individual needs, including culturally-specific learning;

– A culture of mutual respect is instilled throughout the school;

– A high value is placed on non-academic aspects of education, such as pastoral needs, the role of the family and faith;

– A transparent non-discriminatory exclusion system is in place, where parents and mentors are engaged early to help at-risk pupils, back-door exclusions are discouraged, and excluded pupils are still cared for; and

– Significant numbers of Black and Minority Ethnic teachers and leaders.

Findings from semi-structured discussions

Each stakeholder meeting included a time of guided discussion based on exploration of the following 4 areas:

- What is going wrong for Black boys and young Black men who are not achieving their potential?

- How can we encourage aspiration and achievement among Black boys and young Black men?

- People's personal experiences and case studies; and

- What extra help and support is required from central Government?

The main views and themes voiced by the participants in these discussions were:

- Teachers' low expectations and stereotyping are holding Black boys back. It was felt that this is apparent in both the subjects they are steered towards and teachers' greater willingness to interpret behaviour as violent or disruptive, leading to more exclusions;

- Parents should be more involved in the education of their children. It was felt that the role of fathers was particularly important;

- Teacher training should include a component on making lessons more culturally relevant;

- There is a need for more positive Black role models. It was felt that more should be done to promote mainstream role models (as opposed to rap stars or sportsmen), including teachers;

- The national curriculum should include more on Black history, culture and heritage. It was felt that this would raise pride and self-esteem among Black pupils and give them a greater sense of identity;

- The negative portrayals in the media of Black boys and young Black men often reinforce negative stereotypes. It was felt that this should be balanced by more stories showing them in a different light;

- Local community groups are doing good jobs, but would benefit from greater investment and longer-term commitment from funding organisations; and

- The prevailing gun and gang culture is a significant and growing problem. More should be done to prevent the slide from disruptive behaviour to exclusion, to involvement with gangs, to criminal behaviour.

Individuals' experiences

The community engagements visits brought to light many individuals' stories. Three key experiences were:

- In Manchester, a 12 year old told the story of being asked to leave school rather than being excluded. The student implied that this was a trend beginning to emerge in order to keep exclusion statistics artificially low.

- In Nottingham a White mother expressed concern about how she, being the mother of mixed race children, was treated by teaching staff at her daughters' school. She commented that she was made to feel uncomfortable when attempting to have the simplest of conversations with staff about her children's' development.

- In Birmingham, several Black boys from Lordswood Boys School contributed to the session with the reading of poetry and a musical rendition on the piano and flute. The way in which these boys were well attired and articulated themselves was a credit to them, their families and the school.

Analysis of questionnaire responses

Richer qualitative data was garnered through questionnaires distributed at all REACH stakeholder events and at several local schools. In total, 111 were completed. Although this does not represent a statistically significant sample size, the responses echoed many of the key themes arising from the open discussions at the REACH stakeholder events. In particular:

- About half the boys said they received help from one or both of their parents in doing their homework, making parents the biggest single source of educational support outside the classroom. The pivotal role of parents in this respect was also identified in the responses from both teachers and community groups. However, only a few boys said they received help from their father. This supports the theme from the stakeholder events that **parents, particularly fathers, should be more involved in their children's education**.

- Although the majority of the boys were content with their education, almost all would welcome lessons on key Black achievers. This desire was also expressed by parents, who felt that the curriculum does not address the cultural relevance of certain subjects. This supports the theme from the stakeholder events that **the national curriculum should contain an element of Black history**.

- One of the main reasons pupils gave for underperformance is that their friends are not the type who are always studying. A large number of teachers, parents and other adults considered the need for more positive Black role models. This supports the theme from the stakeholder events that **positive Black role models can and should play a more active role in raising aspirations among Black boys and young Black men**.

- Most parents and teachers who answered the survey felt that Black boys were stereotyped as being aggressive. This supports the theme from the stakeholder events that **teacher training should include an element of training on cultural sensitivity**.

Other headlines

- Teachers and parents considered that **Black boys are underachieving in school**, although this view is shared by only some pupils.

- A small, but significant, percentage of returned questionnaires suggested that there was some form of **institutional racism or imposed expectations inherent in the school system**. This was most commonly thought to be found in the attitudes of teachers, although other responses mentioned the low self-esteem of the pupils themselves and the content of the national curriculum.

Analysis by respondent type

Black boys and young Black men

- It is clear that of the Black boys who answered the questionnaire, only **a minority were unhappy with the way they were being taught in school**. However, **most could still point to specific difficulties they faced** in school, such as being unable to concentrate on their work or their parents always thinking they should do better.

- Against this background, it is understandable that there are **mixed views on whether Black boys underachieve at schools**.

- Of those that felt Black Boys were underachieving, the most popular reasons cited were the **lack of lessons about Black achievers, and peers who do not study regularly**. However, only one boy went as far as to agree that he felt 'trapped' by the company of his friends, which prevented him from studying.

- **The majority of Black boys questioned would like to see the school curriculum include lesson on achievers from Black communities**.

- There appears to be a very **varied pattern of how boys get help with their homework**. Just under half got help from their mother, some from their father, some from a mentor or tutor, and some from a home work club or their friends. But a significant proportion said that they received no help at all with their homework.

Teachers

- There was a feeling that **more 'normal' role models** – as opposed to rap stars, actors or footballers – should be invited into schools more regularly.

- There was recognition of **the important role played by parents** in their children's education, particularly in instilling in them the importance of education. Some teachers felt that there should be stronger links and mutual respect between parents and schools.

- There was broad agreement that **African-Caribbean boys are underachieving** and are often perceived as being aggressive due to their physique and body language. It was suggested by some that this could be mitigated through better teacher training, and by stronger leadership in schools.

- There was broad agreement that **the national curriculum should include a greater recognition of the contributions that other nationalities have made to Britain, and of Black history** more widely.

Parents

- The majority of parents agreed that that **African-Caribbean pupils are underachieving**, and most had views on what school authorities could do to reverse the situation. These suggestions varied greatly, from linking funding to outcomes, to establishing mentor networks.

- The vast majority of parents consider that **the National Curriculum does not address the cultural relevance of certain subjects** that would interest African-Caribbean pupils.

- The majority parents considered that **African-Caribbean pupils are stereotyped as being aggressive**.

- Several issues were raised by more than one parent in response to open questions. These were:

  - The need for more **positive Black role models** and positive images of Black men in schools;

  - A need for **Black history** to be taught in schools;

  - The need for schools to **focus on wider pastoral needs** of its pupils e.g. by providing links to mentoring schemes. Perhaps by establishing a network of trainers to deliver mentoring and training in schools;

  - The need to tackle the **exclusions gap**, particularly the prevalence of 'backdoor exclusions';

  - The need to **celebrate achievement**, through awards schemes; and

  - The need for the Government to **apologise for slavery**.

Others, including community group leaders

- The responses from this group were particularly varied, given the open nature of the questions. However, there were some issues that were raised by more than one person. These were:

  - The need for more **positive role models** for Black boys and young Black men;

  - The need for **more resources**, and longer term funding for local community projects;

  - The need for schools, parents and community groups to **treat children as individuals**, with different needs, abilities and barriers;

  - The efficacy of **mentoring** programmes;

– The **educational system is easier for White pupils** than Black pupils;

– The need to give **positive feedback** to Black boys, where appropriate; and

– The need for a **joined up approach to engaging Black boys**, including parents, teachers, children and community groups.

Thank you to all those people who attended our community engagement workshops, completed our questionnaires, and spoke to REACH group members to inform their thinking and to input into the report. Your contributions were invaluable and much appreciated.

Annex 3: The economic benefit of tackling underachievement and social exclusion of Black boys and young Black men

PricewaterhouseCoopers LLP (PwC) was commissioned by Communities and Local Government (CLG) to estimate an order of magnitude of the potential benefit[41] to the economy of England and Wales of removing the disadvantage and underachievement experienced by Black[42] boys and young Black men.[43] The work was commissioned to support the work of the REACH project panel.

Communities and Local Government asked PwC to focus on three priority areas:

- Education, including both under-performance and school exclusions;

- Labour market outcomes, including pay and levels of employment; and

- Over-representation in the Criminal Justice System (CJS) as suspects, defendants and offenders.

It was beyond the scope of PwC's work to examine the causes of underachievement in education and the labour market, or of over-representation in school exclusions or the CJS. The remit was to evaluate the consequences.

The key conclusions are (see Table 1):

- The potential economic benefit of removing the underachievement of Black boys and young Black men in education and resultant underachievement in the labour force, and their over-representation in school exclusions and in the CJS, is about £808 million a year[44].

- The major components of the estimates are the costs associated with the over-representation of Black boys and young Black men in the CJS (approximately £583m each year) and reduced gross earnings and taxes associated with educational underachievement (£215m each year).

- The costs, if they continue over the next 50 years without any change (the 'total present value costs') will amount to approximately £24bn.[45]

---

[41] PwC's remit was to estimate the economic costs of underachievement.

[42] For the purposes of this study "Black" is defined as Black Caribbean, Black African and Black Other as defined in the 2001 census. This definition excludes the Mixed race group.

[43] A copy of the technical report on which this summary is based is available from Race, Cohesion and Faiths Research Unit, Communities and Local Government.

[44] Based on 2006 data

[45] Under Treasury Guidance for estimating costs over periods of time, costs should be reduced ('discounted') by a small percentage annually, reflecting the fact that people prefer to receive benefits sooner rather than later. The discount rate is used to convert all costs and benefits to 'present values' so that they can be compared. The discount rates recommended by the Treasury were used in this study (HM Treasury, *The Green Book. Appraisal and Evaluation in Central Government*).

- The total present value costs of £24bn includes a component for the present value costs of future cohorts, in other words, the costs associated with Black boys and young Black men who are yet to leave education. This represents the potential benefit that a new policy to raise the educational achievement of Black boys and young Black men to the levels of other boys and young men could achieve. If such a policy was successful, there could be benefits over 50 years of approximately £3.9bn to gross earnings and £157m to job broking and benefit provision costs, amounting in total to about £4.1bn. Raising educational achievement might potentially also reduce school exclusions and CJS costs but it was not possible to model this directly.

Table 1: Summary of the current annual costs and present value of costs for the next 50 years to the economy of England and Wales as a result of the underachievement of Black boys and young Black men (£ million, 2006 prices)[1]

£ million (2006 prices)	Annual costs	Present value of costs for the next 50 years	
		Total present value of future costs	Present value of costs of future cohorts
Gross earnings[2]	**215**	**7,137**	**3,969**
Total fiscal cost	39	1,311	745
Benefits	*6*	*214*	*118*
Taxes	*33*	*1,097*	628
Earnings net of tax and benefits	176	5,827	3,223
Job broking and benefit provision	**8**	**286**	**157**
School exclusions	**2**	**46**	
CJS	**583**	**16,854**	
Total	**808**	**24,323**	

Note 1: totals may not sum exactly due to rounding

Note 2: Gross earnings: higher benefits and lower tax revenues (together forming the total fiscal cost) and the cost of lower net earnings of Black men themselves (ie earnings received after tax and benefits).

How the costs were estimated

The study considered what the impact on the economy would be if Black boys and young Black men had outcomes in education, the labour market and the CJS that are on a par with the average for all non-Black boys and young men. It is important to highlight that this was a limited study, carried out over four working weeks. Within these time constraints, PwC focused on collecting the most appropriate data available and identifying pragmatic methods for estimating costs. The findings represent a reasonable estimate of the costs, based on plausible assumptions and the data available within this timescale. It is likely that there are areas that could be substantially refined, with further time and if further data and/or research become available. The methods were designed to provide a conservative estimate of the order of magnitude of the costs and were not intended to be precise. It is possible that different methods and/or data sources might lead to alternative estimates that differ from those presented here.

The following costs were used in the estimates:

- **Costs of labour market outcomes:**

  - **Lower gross earnings** – The higher a person's educational achievements are, the higher their gross (pre-tax) earnings are over the course of a lifetime, all other things being equal. As a result of lower educational achievements, Black men on average have lower lifetime earnings. This arises from spending a greater proportion of their lifetimes out of work and earning less when in work. To estimate the impact on gross earnings, PwC used data on the educational achievements of today's Black boys and young Black men compared with their non-Black counterparts[46] and estimates of the relationship between educational achievement, and earnings and unemployment[47].

  - **Lower taxes and other costs** – as the gross earnings of Black men are lower, and because they have a higher rate of unemployment, this group pays lower taxes and receives more working tax credits. Higher unemployment also results in more payments of Job Seekers Allowance (JSA) and other benefits, together with increased costs to the infrastructure that supports the payments of benefits.

- **Costs of school exclusions** – Black boys are more likely to be excluded from school than their non-Black counterparts. There are costs of administering school exclusions and in providing alternatives for students that are permanently excluded, such as Pupil Referral Units. Estimates for the cost of a single school exclusion and the number of extra school exclusions amongst Black boys were multiplied to obtain a total estimate. The additional costs of educating pupils outside of mainstream education were multiplied by the number of extra school exclusions and the estimated duration of exclusions.

- **Costs of participation in the CJS** – Black boys and young Black men tend to be over-represented in the CJS as suspects, defendants and offenders. The Home Office has developed a method for estimating the costs of processing cases through the CJS. These costs cover, for example, police activity, bringing a prosecution, and the costs of courts, probation and prisons. PwC used the Home Office figures and estimates of participation in the CJS by ethnicity and gender to estimate the additional costs of the over-representation of Black boys and young Black men in the CJS, relative to non-Black men.

Whilst the earnings, job broking and exclusions figures are directly related to the underachievement of Black boys and young Black men, the CJS cost estimate is not linked in this way. It measures the costs associated with the over-representation of all Black men, whatever the reasons for this.

There are many potential additional costs of disadvantage which could have been considered in the study such as fear of crime; being a victim of crime; mental illness, and family break-up. However, these were outside the scope of the work.

One issue for consideration was that the estimated costs might have resulted from the effects on achievement due to the lower socio-economic status of Black boys and young Black men rather than their ethnicity. To test for this, PwC repeated their calculations of the impacts of educational achievements, based on the achievements of boys compared to girls.[48] This should have controlled for the effects of socioeconomic status, as Black girls and young Black women should have broadly the same socioeconomic characteristics as Black boys and young Black men. The result of these calculations

---

[46] Annual Population Survey data from the Office for National Statistics.

[47] For example, McIntosh, "Further Analysis of the Returns to Academic and Vocational Qualifications", CEE, 2004.

[48] This compared the educational achievements of Black boys and Black young men with those of their female counterparts. The achievements of the latter were adjusted to take account of differences in achievements by gender between non-Black boys and young men and non-Black girls and young women.

suggested that socioeconomic status alone could not explain the findings.

The economic costs can be separated into private costs (i.e. those costs borne by Black boys and young Black men themselves) and social costs (those borne by society at large). Table 2 below presents this breakdown for the annual costs. It shows that just over a fifth of the costs are borne by Black men themselves, in the form of lower gross earnings. Just under four-fifths of the costs are borne by society as a whole.

Table 2: Annual costs to the economy of England and Wales as a result of the underachievement of Black boys and young Black men, split between private and social (£ million, 2006 prices)

Private		Social		Economic	
+ Lower expected post-tax lifetime earnings	182	+ Lower tax revenues (including employers taxes)	33	= Lower gross earnings and GDP	215
− Net tax credits and JSA received	−6	+ Net tax credits and JSA paid	6	= 0 (transfer payments are not an economic cost)	0
		+ Costs associated with job broking and benefit provision	8	= Costs associated with job broking and benefit provision	8
		+ Costs associated with school exclusions	2	= Costs associated with school exclusions	2
		+ Costs associated with Criminal Justice System over-representation	583	= Costs associated with Criminal Justice System over-representation	583
Total private costs	**176**	**Total social costs**	**632**	**Total economic costs**	**808**

Note: totals may not sum exactly due to rounding

Table 3 shows the equivalent figures for the present value of the costs over the next 50 years.

Table 3: Present value of costs over the next 50 years to the economy of England and Wales as a result of the underachievement of Black boys and young Black men, split between private and social costs (£ million, 2006 prices)

Private		Social		Economic	
+ Lower expected post-tax lifetime earnings	6,041	+ Lower tax revenues (including employers taxes)	1,097	= Lower gross earnings and GDP	7,137
- Net tax credits and JSA received	−214	+ Net tax credits and JSA paid	214	= 0 (transfer payments are not an economic cost)	0
		+ Costs associated with job broking and benefit provision	286	= Costs associated with job broking and benefit provision	286
		+ Costs associated with school exclusions	46	= Costs associated with school exclusions	46
		+ Costs associated with Criminal Justice System over-representation	16,854	= Costs associated with Criminal Justice System over-representation	16,854
Total private costs	5,827	Total social costs	18,496	Total economic costs	24,323

Note: totals may not sum exactly due to rounding

Assumptions

The calculations are based on a number of assumptions. The main assumptions are:

- There are no multiplier effects. These occur where increased spending in one part of the economy (e.g. due to increased earnings) leads to a larger overall effect on the economy. Including a multiplier effect would have increased the cost estimates.

- If the educational achievement of Black boys and young Black men improved and Black men were more likely to be employed and to be in better paid jobs, this would not result in lower employment or wages for other workers. This is a reasonable assumption, certainly in the longer run, since change to the workforce would be gradual over time.

- The impact on firms' profits (including the impact of employers' National Insurance contributions) was not considered, as change in the workforce is likely to be gradual.

- Resources currently used in the CJS and in job broking, benefit provision and school exclusions would be used productively for other purposes.

- The impact on the formal economy only is considered. It excludes the informal economy, that is, economic activity which is not taxed or monitored by Government.[49]

---

[49] The informal economy includes unpaid work such as childcare and housework, work paid in cash which is not declared for tax purposes, and criminal activity.

- People from different ethnic groups may get different returns on educational qualifications in terms of employment and earnings. Because of the uncertainty surrounding this issue, the cost calculations assume that Black boys and young Black men will get the same return as boys and young men on average.

- Due to data and time limitations, the CJS costs do not take into account any differences in the types of crimes which bring different ethnic groups into contact with the CJS. The CJS costs also do not consider the impact of the younger age structure of the Black population.