

Co-Chairs' Foreword

As a society, we are collectively perturbed by racism. However, for too long, we have believed that racial inequality will disappear without sustained efforts to challenge and eradicate it. In many respects, we have become conditioned to living with racial inequality in a way that has made it a self-perpetuating aspect of reality that has blighted the lives of Black, Asian and Minority Ethnic (herewith ethnic minorities) members of our society.

The An Anti-racist Wales Action Plan (the Plan) builds on previous Welsh Government initiatives on race equality. The urgency of the Plan was laid bare and intensified by the COVID-19 pandemic, and perhaps more acutely by the unparalleled visibility and reaction of the world to the killing of George Floyd in the USA. These two events brought the pernicious consequences of racism to the world's consciousness and heightened the need for sustained action to eradicate racial discrimination.

The Plan builds on the findings of the Welsh Government Socio economic Subgroup report on coronavirus (COVID-19) and people from the ethnic minority backgrounds in Wales, and is distinguished by three inter related features. Firstly, the Plan is built on the values of anti racism. This means that a common theme that runs across all the chapters is the desire to strive for a nation in which there is zero tolerance for racism in all its guises. In this regard, the Plan is comprehensive and touches every institution over which the Welsh Government has influence.

The second factor that distinguishes the Plan is that we followed the principles of co-creation in that the Plan is a culmination of open and dynamic dialogues within and between groups, including Welsh Government officials, academics, race/ethnicity activists and workers,

Trade Unions and Wales TUC, officials from local government and non governmental organisations, community group leaders, religious leaders and, importantly, individual members of the multiple communities that comprise the breadth of the racial and ethnic minority groups in Wales. The outcome of this is a Plan which represents what we have heard from our stakeholders.

The final feature that distinguishes this Plan is the emphasis on closing the implementation gap. In developing the Plan, members of the Steering Group were guided by the knowledge that previous Race Equality Plans with positive intentions have not resulted in meaningful improvements in the lives of ethnic minority groups. We were also mindful that the problem of implementation has marred the efficacy of the legislative framework (the 2010 Equality Act) which was designed to eliminate racial discrimination in society. We believe that the successful implementation of this Plan will benefit all citizens, now and in the future.

The guiding principle of this Plan is that the rhetoric on racial equality should be translated into meaningful action, with organisations and institutions made accountable for turning this into reality as is common with other important policy areas. It is for this reason that the Plan identifies 'goals', 'actions' 'timelines', 'outcomes' and the role of the Accountability Group that will oversee the governance as critical to successful implementation.

However, the success of this Plan does not depend on the actions of the Welsh Government and institutions alone, it also depends on the combined behaviours and actions of ordinary people in society. Individuals who believe that they are not racist but who are not actively engaged in eradicating racism may inadvertently be supporting the existing racialised system we are trying to change. This is why everyone has a role to play

in eradicating racism. At the very least, we should all consider how the stereotypes we hold of people from ethnic minority backgrounds influence our behaviour towards them and we should do all we can to build fairness into our everyday lives.

We believe that the successful implementation of this Plan will benefit all citizens. An equitable employment market that increases the participation of racial and ethnic minorities will improve the overall productivity and growth of the Welsh economy, which will benefit all. A fairer education and training system will harness the potential of all people in Wales. Finally, equalising racial opportunities and outcomes in healthcare and other social services will help to reduce the overall burden on the state and individuals and help to promote active citizenship.

In these regards, the imperatives for fully implementing this Plan are derived not just from the moral and legal requirements, but also from the mutually beneficial nature of the outcomes: we all stand to benefit from racial equality.



Professor Emmanuel Ogbonna
Cardiff University



Dr Andrew Goodall
Permanent Secretary,
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We will also work with leaders in the public services, third sector and those we fund in the private sector to gain rapid ownership of this Plan. We will hold dialogue sessions but also contract via our policy work with those enable or regulate on our behalf to use the levers they have to their full effect.

Finally and most importantly, we wish to ensure that this Plan recognises the strengths of the leadership within the ethnic minority communities. Leaders at all levels in society have fought racism for many generations and for many years, and left unrecognised and often excluded from decision making that effects ethnic minority communities and wider. Their resilience and tenacity in continuing the fight against racism needs acknowledging, and their considerable strengths and insights in how systems work to elude and discriminate is critical to this work and indeed to good practice for all.

These include strengths reflected in the consultation and at every level of society – of individuals who have suffered the trauma of racism and shared their lived experiences in open forums, of groups who lobby and/or act on behalf of others, often without payment and organisations who stand up against racism and call out racism. This leadership carries a particular burden – one of enduring scars of racist experiences. As Welsh Government we respect and value the work they do, support their efforts and acknowledge that without them this Plan would not be possible.

Our leadership commitment is to support and develop the capacity and capabilities of leaders from the ethnic minority communities. We have identified actions within our Leadership within Welsh Government and across public services section.

I. The role of the private sector

There was a concern that the Plan did not focus enough on the private sector, or on actions that can influence the private sector. This presents challenges because we do not hold as many direct levers with the private sector as we do with the wider Welsh public service. We will aim to use our funding more effectively with the private sector through our grants and procurement processes to ensure organisations in receipt of our funding demonstrate a commitment to anti-racism.

To deliver the ambitions of the Plan, we will need to use our influence and persuasion as an exemplar employer. By encouraging both the public and private sectors to work together with recognised trade unions in social partnership, we will encourage more robust and effective decision-making processes, and the creation of an anti-racist culture.

The Wales TUC represents Trade Unionists in all sectors in Wales and play a significant role in tackling racism in the workplace. The Social Partnership Act and the way in which Trade Unions use collective bargaining to implement Fair Work outcomes so that workers receive:

- Higher pay
- Flexible work policies
- Job security
- A fairer workplace

J. Resistance to the Action Plan

Although there were many constructive responses from public services, there was also some evidence of resistance to the Plan and its ambition. This was reflected in responses which questioned the need for a Plan, given existing legislation and other relevant action plans and strategies. There were also questions about the relevance for different parts of Wales, funding and resources and discomfort with proposals around accountability for change.

We recognise that adopting an anti-racist approach represents a significant shift in our approach to addressing racial disparity and racism in Wales. There is limited expertise in Welsh public bodies, including Welsh Government, in embedding anti-racist practice on a sustained basis. We need to work together across public services to provide leadership on this issue and build capacity.

However, we make no apology for having a very clear and direct focus on race and ethnicity and the imperative to address structural and systemic racism. The case for change is overwhelming. If change was going to come as a consequence of existing legislation, plans and strategies, and different approaches e.g. multi-culturalism race equality, inclusion and diversity etc., we would have already have seen it. This Plan – and its accountability arrangements – is about having a sustained focus on these issues and ensuring that as a minimum, existing legislation is complied with.

B. External Independent Accountability Group

To offer additional and continuing confidence that this Plan is being implemented, in agreement with the Steering Group we have agreed the Terms of Reference an external, independent 'Accountability Group' to oversee this work. (See full Terms of References at Appendix 5). It will mainly consist of ethnic minority people, and will be further strengthened by including experts by lived experience of racism. They will have expertise in racial disparities, and in ways to tackle institutional racism in different areas, for example, health, social care, education, employment, and refugees. All will be recruited in an open and transparent way. We will look for a spread of expertise, lived experience, and views.

This independent Accountability Group will be led by Professor Emmanuel Ogbonna, from Cardiff University and Dr Andrew Goodall, Permanent Secretary at the Welsh Government. It will have regular access to the Minister for Social Justice, and the First Minister and other Ministers.

The Accountability Group's core focus will be ensuring delivery of the Plan, monitoring progress on actions and commitments and ensuring momentum is maintained. The Plan includes pan-public service actions and priorities, which require collective commitment across Welsh Government and public service leadership but will also require specific actions from particular sectors, including health, housing and local government. The Welsh Government will ensure commitments are monitored and progressed through many public service and third sector organisations through mechanisms such as remit letters or funding commitments and through political engagement between Ministers and councils.

We will also have an internal Welsh Government group, called the *Internal Challenge and Support Group*, which will guide the different departments' work. Its role will be to ensure that we are 'joined-up' across different policy areas. (See full Terms of References for this group at Appendix 6.)

We value the conversations we have started with ethnic minority people, and so we also intend to develop local forums, across Wales, to help us continue this conversation.

The consultation also revealed concerns over whether the Welsh Government would have the right tools and structures to hold other bodies to account over this Plan. Its existing levers include legislation and guidance, contracts and grant agreements, and its powers to inspect, regulate and investigate. Our revised actions aim to spell out more clearly how we will use these levers to accelerate action.

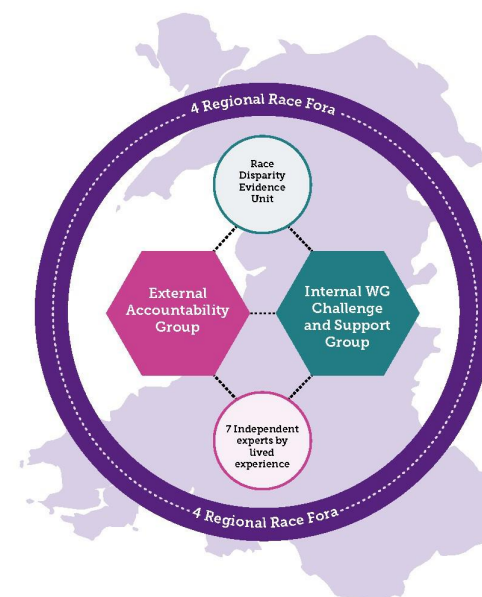
C. Resources

The Minister for Social Justice has agreed to invest in and set up a *Race Disparity Evidence Unit* alongside an *Equality Data Unit* to improve quantitative and qualitative data on seldom-heard groups in Wales. Race Disparity Evidence Unit will offer targeted resource to support improvements to evidence on ethnicity. In 2022 the development of the Race Evidence Programme will begin, which will include identification of the top priorities in this area.

In the short-term, needs will be met through the Race Disparity Evidence Unit delivering ad-hoc evidence reviews and analysis using currently available evidence sources. In the longer-term the Race Disparity Evidence Unit will have a vital role in influencing and improving a range of longer-term solutions to evidence (as exemplified in the Strategic Performance indicators section). Improvements across these areas could feed into longer-term measurable performance indicators for this Plan.

The Welsh Government are demonstrating their priority and commitment to this work by funding a central Anti-racist Plan team of officials who will lead the implementation. The team will work with both different policy officials leading on the actions outlined in Section B and also with the leaders at different levels in the ethnic minority and other communities. Resources to support the Accountability Group will also be made available.

The Minister for Social Justice has agreed to implement a Race Disparity Evidence Unit alongside an Equality Data Unit to improve quantitative, qualitative, and lived experience data on seldom-heard groups in Wales. The Race Disparity Evidence Unit will offer targeted resource to support improvements to evidence on ethnicity. In 2022 the development of the Race Evidence Programme will begin, which will include identification of the top priorities in this area.



6. Acknowledgements

We would like to thank the following for helping us to produce this Plan. Every individual and group has provided evidence and insight that has made this Plan what it is.

- The members of the Steering Group.
- The members of the Wales Race Forum, and also the many Black, Asian and Minority Ethnic individuals and organisations who helped to collect and collate the contributions from the wider community. Their efforts helped to bring us new voices, which greatly informed our work.
- The COVID-19 Group Health Advisory Group and its Socio-economic and Risk Assessment Sub-groups. These produced a series of recommendations, many of which have been incorporated into the Plan.
- The Cynefin and Monuments Advisory groups, The Black, Asian and Minority Ethnic Communities, Contributions and Cynefin in the New Curriculum Working Group, published two reports highlighting the need for more high-quality learning resources, involving more positive representations, and detailing the contributions, of Black, Asian, and Minority Ethnic groups in schools in Wales. The Welsh Government accepted the findings in their entirety.
- The 'community mentors' who brought to our attention their individual and their communities' lived experiences in specific policy areas and as feedback on the Plan from their communities.
- The leaders and participants in our 'community-led dialogues' with ethnic minority community groups and forums.

- The Trade Unions and the Wales TUC for working with us in social partnership, adhering to the important principles of co-operation, respect and trust.
- The participants in our policy events, where we brought together partners from specific policy fields, to share evidence and develop potential actions.
- The Wales Centre for Public Policy and those who contributed to the rapid reviews of existing evidence conducted by the Centre.
- Those from the Ethnic Minorities and Support Youth Team Wales who provided invaluable help and facilitation at our 'vision-setting' events.
- Those who gifted their time to participate in the various vision-setting events and evidence-gathering phases of this work.
- Those experts, from across the UK, working in the field of anti-racism who gave generously of their advice at short notice.
- Race Equality First for their collation and analysis for the consultation responses.
- We would also like to thank the team of officials and the policy leads who have been exceptional in managing the entire process leading to the development of this Plan.

**Rt. Hon. Mark Drakeford MS,
First Minister of Wales**

**Jane Hutt MS,
Minister for Social Justice**

**Professor Emmanuel Ogbonna,
Cardiff University**

**Dr Andrew Goodall,
Permanent Secretary, Welsh Government**

Actions	Outputs	Impact	By when	Lead and partners
Demonstrate visible commitment to anti-racism				
Goal: To create a sizeable shift in culture, including behaviour change, within the organisation, towards values and behaviours for anti-racism.				
<p>Every senior leader (Senior Civil Servant) within the Welsh Government will be required to have one performance objective related to anti-racism in 2022 to 2023.</p> <p>The Board of the Welsh Government will have regular reports on the Plan and be invited to look at their own diversity, learning needs and performance objectives in relation to anti-racism.</p>	<p>Permanent Secretary will announce and explain the requirement to both senior leaders and the Board of Welsh Government, as well as point to resources to support this action.</p>	<p>The Welsh Government Board and all senior leaders will have committed to embedding anti-racism in every aspect of Welsh Government policy and practice.</p> <p>Senior leaders will make an informed and educated decision about the performance /behaviours/actions they choose to demonstrate their objectives and so demonstrate a greater understanding and commitment to anti-racism.</p>	<p>April 2023.</p>	<ul style="list-style-type: none"> Permanent Secretary for the Welsh Government supported by Welsh Government Human Resources.
<p>Provide key support, including induction, training, coaching/mentoring, reverse mentoring, seminars and events to keep an understanding of anti-racism constantly on the agenda</p>	<p>Programme of events, reverse mentoring and anti-racist coaching will be available for all leaders.</p> <p>Anti-racism embedded into the new Senior Civil Service Strategy by June 2022.</p>	<p>Every senior leader will be aware of what anti-racist behaviours look like within the leadership framework for public services.</p>	<p>April 2023.</p>	<ul style="list-style-type: none"> Welsh Government Human Resources in consultation with the Anti-racist Wales Implementation Team.
<p>Academi Wales will develop leadership behaviours that will be part of the Leadership Behaviours Framework to support this action.</p> <p>A collective review of the performance indicators adopted by senior leaders, will be carried out annually, to ensure they do not become tick boxes and learning is shared with Accountability Group and Welsh Government Board members.</p>	<p>Academi Wales to review and co-design the public service leadership behaviours with ethnic minority leaders.</p>		<p>April 2023.</p>	<ul style="list-style-type: none"> Academi Wales. The Welsh Government's Chief Operating officer to commission.

Actions	Outputs	Impact	By when	Lead and partners
Facilitate bespoke opportunities including mentoring, coaching, community mentorship, reverse mentoring for community leaders with public service leaders, providing mutual benefit for them and for public services.	A suite of opportunities available from across public and third sector opened and well published to community leaders is in place.	More women and people from ethnic minority groups in leadership roles. Career entry and progression through all levels through to senior leadership and Boards.	In place by end of 2023.	<ul style="list-style-type: none"> Public Bodies Unit.
Expand the availability of opportunities for community leaders to be involved in policy development and decision-making (including making public appointments), with remuneration where possible and appropriate.	Outreach programme developed, community leaders engaged and budget identified to remunerate people's time.	Expert lived experience built into policy-making and delivery decision. Better services for all.	By Summer 2023.	<ul style="list-style-type: none"> Anti-racist Wales Implementation Team.
<p>Develop a cadre of highly committed allies across public services to embed anti-racism.</p> <p>Departments and sponsor teams to work with delivery bodies to develop the capacity and capability of a greater understanding and actions required of allies for anti-racism.</p> <p>Public Bodies Unit to lead corporate communications with key internal and external stakeholders to share best practice and facilitate improved practice.</p>	<p>Expectation that public bodies create a programme of events and guidance on what it means to be an ally and how to call out racism and support ethnic minority people will be in place.</p> <p>Training in managing a multi-racial, intersectional team will be commissioned.</p> <p>Mentors and coaches who are active allies within and outside Welsh Government will be made available to ethnic minority staff.</p> <p>Public Bodies Unit to engage senior public leaders through the Public Leaders Forum.</p> <p>Public Bodies Unit to establish and manage an internal network with Partnership Teams to share and drive best practice and to establish and facilitate an external network with relevant stakeholders from protected characteristics with a similar goal."</p>	All leaders at all levels of the organisation will have exposure to and better understand what is racism, anti-racism, the dynamics of intersectional discrimination and act to call out racism including micro aggression and support ethnic minority staff.	By end 2022. By summer 2023.	<ul style="list-style-type: none"> Public Bodies Unit reporting progress of sponsor teams.