



department for  
**culture, media  
and sport**

# Equality Impact Assessment

“WINNING: A TOURISM STRATEGY FOR 2012 AND BEYOND”

June 2008

improving  
the quality  
of life for all

Our aim is to improve the quality of life for all through cultural and sporting activities, support the pursuit of excellence, and champion the tourism, creative and leisure industries.

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# Introduction

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## Purpose of this Document

This Equality Impact Assessment ("EIA") covers the six strands of diversity (race, disability, gender, sexual orientation, religion and belief and age) and reviews DCMS' tourism functions and interventions. It will be kept under review in the light of how the interventions are adapted for "Winning: A tourism strategy for 2012 and beyond" which was published by the Government on 17 September 2007 and the outcome of the Visit Britain Tourism Framework Review which expects to report in July 2008. The EIA is a continuing process, further informing implementation, delivery and evaluation of the Strategy.

Government support for the tourism industry reflects its importance to the national economy. It is worth over £85 billion a year (3.4% of GVA) and directly supports 1.4 million jobs.

The 2012 Olympic Games and Paralympic Games are forecast to generate tourism gains of about £2.1 billion (at 2006 prices) over the period 2007 – 2017 of which approximately £1.4 billion would be the benefit to London tourism.

## Parameters

Delivery of DCMS' current and future tourism strategy involves a wide range of public and private sector partners, and the production of the associated EIA has involved consideration of the views of consumers, businesses and employees.

The EIA focuses primarily on DCMS' direct interventions and annual spend in 2008 of some £55 million. However, it takes account of the work of other Government Departments with responsibilities for policies and legislation impacting on the industry. Partners in the public and private sector are also subject to equality legislation, as both employers and providers of good, services and facilities.

## Potential Impact

The broad conclusion drawn in the EIA (see page X) is that there is no evidence of adverse impact on equality groups arising from DCMS' direct interventions. Some equality groups actively benefit from DCMS' interventions. Beyond the strict requirements for the preparation of an EIA, this paper also considers:

- The necessary growth of the sector. Objectives can emphasise the targeting of high spending individuals and groups for marketing purposes and in doing so may ignore lower-income groups. Such economic groups include a disproportionate percentage of people from the relevant diversity strands.
- Whether DCMS should have a role in supporting or promoting Government measures to protect vulnerable workers. The hotel and restaurant sector, for example, employs a high percentage of black and minority ethnic workers, women and young people. Notwithstanding employment and equality legislation, conditions in the hospitality sectors have been compared unfavourably with UK industry as a whole.

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## 1. Name, aim and objective of the project

This Equality Impact Assessment was undertaken in respect of "Winning: a tourism strategy for 2012 and beyond", published on 17 September 2007.

"Winning: a tourism strategy for 2012 and beyond", created a new framework for maximising the financial benefits to the industry from the opportunity presented by the 2012 Olympic Games and Paralympic Games.

## 2. Intended outcomes

### The Tourism Legacy of 2012

The Government's Delivery Programme for the 2012 Olympic and Paralympic Games sets out the aim:

- to host an inspirational, safe and inclusive Olympic Games and Paralympic Games and leave a sustainable legacy for London and the United Kingdom

This is supported by Delivery Programme Objective 3 which is:

- to maximise the economic, social and environmental benefits of the Games for the UK.

In addition, the Legacy Action Plan sets out a number of key actions. Action 5.3 is:

- Improving visitors' experience of UK hospitality.

"Winning: A tourism Strategy for 2012 and Beyond" supports these objectives by setting out clear actions and deliverables for making the very most of the Games for the visitor economy. The key forecast is that the 2012 Games will generate £2.34 billion for tourism over the period 2007 – 17, but that there will be displacement reducing this total by approximately £0.25 billion. This suggests a net benefit over the period of £2.09 billion, of which £1.47 billion would accrue to London. The benefits will not be achieved without taking the necessary action to improve visitor experience. In particular, this requires a focus on:

- Delivering a first class welcome to all visitors;
- Improving the skills of the workforce;
- Driving up quality in accommodation, including improving access; and
- Maximising opportunities for increasing business visits and events.

"Winning" addresses these issues by providing a coherent framework which

will enable the production of sector delivery plans, which DCMS aim to put in place in 2008.

### 3. Key Stakeholders

The aim and priorities described in the Strategy will be delivered in partnership with a wide range of public and private sector partners. These partners are all subject to equality legislation, both as employers, and as providers of goods, services and facilities, including public sector requirements to carry out EIAs. In this respect, for example, DEFRA is currently reviewing the needs of under represented groups (people with disabilities, minority ethnic groups, inner cities and young people) in the countryside. The outcomes of this review will be particularly relevant to tourism.

Apart from VisitBritain, DCMS' other key partners are:

- the Regional Development Agencies;
- the London Development Agency and Visit London;
- Local Authorities;
- The Welsh Assembly Government;
- The Scottish Executive;
- The Tourism Alliance which represents some 200,000 business of all sizes across the UK;
- People 1<sup>st</sup> which is the Sector Skills Council for the Hospitality, Leisure, Travel and Tourism industries; and
- Tourism for All UK which is a national charity providing information to people with disabilities and older people, as well as to businesses, about accessible accommodation and other tourism services.

## 4. Intended outcomes in relation to Equality and Diversity

### Equality Impact Assessments of key functions/interventions

The following screenings of the main functions addressed by the Tourism 2012 Strategy consider the following questions:

1. From the evidence available, is there any reason to believe that people are affected differently or are likely to be affected differently according to any of the listed equality strands, for example because they have different needs or priorities?
2. Is there any evidence that the function or policy in any way discriminates or might discriminate unlawfully, directly or indirectly against people from any of the listed strands, for example, in terms of access to a service, or the ability to take advantage of an opportunity?
3. Is there any evidence that people from the groups covered by the listed strands have or may have different expectations of the function or policy ?

### 1. National marketing, promotional and information provision by Visit Britain and Visit London

#### Aims/intended outcomes

Visit Britain receives £50 million pa in grant-in-aid from DCMS, spending approximately £35m on marketing Britain abroad, and the balance on domestic marketing.

For 2007-08 it sought a Return on Investment of 30:1 for overseas marketing and 14:1 for domestic marketing. Other targets include:

- improving the seasonal spread of tourism
- improving the regional spread of tourism

In addition to funding from the Govt Office for London, Visit London received £1.5m a year in 2007-08 via the DCMS/GLA Tourism Funding Agreement, principally for overseas marketing, promoting London as a Gateway to the rest of the UK and skills development.



## Key stakeholders

- hospitality, tourism, and leisure businesses benefit from a national marketing strategy;
- tourists themselves who receive and have access to VB information about destinations and products;
- UK tax payers - as tourists themselves, as potential employees in the sector and generally through the wider economic benefits to the UK economy arising from the marketing effort and the ROI it brings.

## Consideration

A Memorandum of Understanding between VB and the Border Agency links the two bodies in a drive to improve the quality of welcome given to the 32 million overseas visitors to Britain.

**Race** - VB's website is accessible in a range of languages.

**Disability** - VB's website conforms to the Web Accessibility Initiative of the World Wide Web Consortium, levels 1 and 2. The website has pages providing information on facilities for disabled travellers in Britain, through the National Accessible Scheme. DCMS is considering with VB and VL various suggestions for improving the accessibility of information for disabled users, as well as information for disabled visitors about destinations/attractions themselves.

**Gender, age, religion and belief, sexual orientation** - VB's "Enjoy England" website can be searched to display a wide range of attractions and activities to suit everyone.

Regarding **sexual orientation** it says:

*"we have come a long way since the dark days when homosexuality was considered illegal. England has one of the largest populations of gays and lesbian folk in Europe, we also have equal age of consent laws (16) partnership laws and even legal commitment ceremonies in some of our major cities. "*

The site details gay-friendly destinations, festivals etc, with links to other sites. In 2006, VB also carried out research on the sector, finding that:

*"the needs, wants and interests of gay and lesbian travellers.....are not appreciably different from those of the mainstream market. For this reason, VB should focus on "natural assets" of Britain...and secondarily through its images, copy and execution, address that Britain is a welcoming, safe destination for gays and lesbians. "*

London is the most diverse city in the world across the six strands. In January 2007, London was voted as the Favourite Foreign City in *Out Traveller*

magazines annual Readers' Choice Awards.

Whilst much publicly funded marketing activity by VB and VL is targeted at high spending individuals and groups (including the so-called "pink" and "grey" pounds); they do recognise the importance of attracting the budget sector, which helps to counter perceptions that eg London is high cost, as well as recognising that young people who enjoy a good quality experience may return in the future alone or with family.

## Conclusion

There is no evidence of adverse impact.

## 2. The National Quality Accreditation Scheme (NQAS) operated by Visit Britain (and Visit Scotland, Visit Wales and the Automobile Association)

### Aims/intended outcomes

Accommodation grading schemes improve customer certainty – domestic and international visitors know exactly what they will get from star-graded hotels across Britain.

Current accommodation stock across UK is estimated at 84,268 (59,837 in England). Membership of the scheme is 53% (49% in England). VB is currently working towards a target of 80% scheme membership in England by 2010. Revised targets are being considered under the T2012 strategy.

### Key stakeholders

- \* **hotels/B&Bs/guesthouses** – membership of the schemes gives them a rating for promotional purposes, as well as inclusion in publicly funded marketing material produced by tourism bodies. All accommodation providers in principle can apply to join the scheme and be inspected (average fees are £150 pa). Information on how to join the scheme is available on the Visit Britain's (industry) website.
- \* **all sector players** – public and private – benefit from high quality standards across the industry.
- \* **tourists** - who have assurance (through the Star Grading) about the quality of the accommodation they are booking.

### Consideration

The Code of Conduct and Conditions for Participation under the Scheme requires participants:

*"to welcome all guests courteously and without discrimination in relation to*

*gender, sexual orientation, race or religion”*

It is being revised to include “belief” and the provision of information relevant to all age groups.

### **Disability**

Being considered as integral part of the Strategy.

### **Sexual Orientation**

The Sexual Orientation Regulations 2007 make it illegal for providers of goods, services and facilities – ie including accommodation providers - to discriminate on sexual orientation grounds.

### **Conclusion**

There is no evidence of adverse impact.

### **3. Improving workforce skills and staff retention**

#### **Aims/intended outcomes**

DCMS supports the National Skills Strategy (*Raising the Bar* – launched 7 March) which is designed to align education and training with industry's needs. This is not a Government Strategy - but an industry Strategy which the Government is supporting. Development has been led by Sector Skills Council *People1st*.

The Strategy contains a Ten Point Plan:

- (i) A Single communications channel (UK Skills Passport)
- (ii) Management & leadership
- (iii) Qualifications and funding
- (iv) Supporting small businesses
- (v) Customer service
- (vi) Chefs
- (vii) Industry code of practice
- (viii) World class skills delivery
- (ix) Attracting high quality people
- (x) Broadening the appeal of the sector

There are three key phases of activity:

- (i) 2007 to 2008 – developing the infrastructure – concluding with Beijing July 2008;
- (ii) 2008- 2012 picking up the torch and engaging all businesses – concluding with London Games July 2012;
- (iii) 2012 – 2020 – continuous development – reaping the reward and legacy

**Diversity and inclusion** will be high on the priorities of the proposed National Hospitality Skills Academy, which has just successfully progressed to the next round. The Academy is a key part of 'World class skills delivery' within the National Skills Strategy.

### Key stakeholders

- \* **all sector players** - public and private – will benefit significantly from improved skills and retention levels across the industry, especially given the challenge set by current low levels;
- \* **employers** - will benefit from improved access to industry recognised qualifications and funding (benefiting small businesses in particular)
- \* **existing employees** - will have better information on career development. Training and qualifications;
- \* **future employees** – will be attracted to the industry (targeting of new recruitment pools)
- \* **tourists** - who get a better visitor experience/service

## Conclusion

### Race

There is no evidence to suggest that there are different training issues for people from BME groups

The workforce is diverse in terms of ethnicity and nationality: 13% are from ethnic minority groups and 18% were born overseas (there are some variations between industries and regions); 87% are white and 13% non-white. In terms of the % of total workforce the hospitality industry employs one of the highest percentages of staff from BMEs in the UK. However, many BMEs are employed at lower levels – and will benefit from achieving qualifications and hence improved career prospects.

### Disability

Research from *People 1st* indicates that some employers have attempted to recruit from underrepresented groups (eg disabled) without much success. This suggests that employment of disabled people in the industry is not necessarily just about recruitment, but also about the appeal of the industry to disabled people. 'Broadening the Appeal of the Sector' is part of the National Skills Strategy's Ten Point Plan.

We are aware that there is limited employee training in disability awareness. As part of our Welcome>Legacy consultation, we received submissions from the industry on the need for more disability awareness training especially as we prepare for 2012. How to take this forward is currently under discussion as we prepare for the Tourism Strategy for the 2012 Games.

The National Hospitality Skills Academy proposes to develop innovative learning programmes in disability awareness amongst other things.

### **Gender**

38% of the hospitality industry are male and 62% are female. However, evidence suggests that women often find it harder to reach senior management positions than men (as reinforced by EOC Report January 2007). Women especially will benefit from achieving qualifications and hence improved career prospects. 'Broadening the Appeal of the Sector' is part of the National Skills Strategy's Ten Point Plan, which is developing a strategy for older workers (including women returners).

**Sexual orientation** - no supporting evidence

**Religion & Belief** - no supporting evidence

## **Age**

The sector employs a predominantly young workforce. It continues to recruit 3 times the national average of the declining under-25 population, with adult workers least likely to receive training. In some cases, it will want to employ younger people as part of its image (eg a night club). The sector is subject to Age Discrimination legislation.

'Broadening the Appeal of the Sector' is part of the National Skills Strategy's Ten Point Plan, which is developing a strategy for older workers (including women returners).

## **5. Summary of Evidence**

### **Equality Impact Assessments of key functions/interventions**

This assessment considers equality impact from the perspectives of all stakeholders: as customers, businesses/employees and tax payers, across the six equality strands. The six strands are: race, disability, gender, sexual orientation, religion and belief and age.

### **Conclusions**

There is no specific evidence that DCMS' direct interventions as described in "Winning" in themselves have, or are likely to have, an adverse impact on any people under any of the six strands.

### **Marketing**

Like any other industry, the tourism industry is (with the possible exception of some "lifestyle businesses") driven by market forces within which individual businesses seek the best return on their investment. This includes some publicly funded targeting of certain socio-economic groups within the six equality strands - and who are also tax payers - for example:

- the gay/lesbian market, which offers significant attractions (Birmingham Gay Pride, London Pride – attracting an estimated 600,000 people in 2006), and which are marketed accordingly by VB, VL and other partners; and
- the older/newly retired/"empty nester" market (the so-called "grey pound").

Also, DCMS funding supports:

- events reflecting BME cultures (for example, the Notting Hill Carnival, Chinese New Year marketed by Visit Britain and Visit London); and
- Tourism for All, a UK charity which provides tourism information for people with disabilities. VB and VL also provide a host of valuable information on attractions suitable for disabled people.

### **Disability**

The Winning Strategy includes a number of major initiatives to improve accessibility, as well as employment prospects. The Disability Rights Commission will in 2008 launch an initiative targeted at large chain hotels, aligned with British Standards Institute specifications.

### **Workforce skills and retention**

“Winning” adopts the National Skills Strategy published by People 1<sup>st</sup> in March 2007 as the source of key actions to improve workforce skills. Work on workforce skills and staff retention will benefit certain equality groups (BMEs, disabled people, women).

### **Representation at top level**

There is a clear consensus among stakeholders that the various strategies and projects should cover the needs of all diverse groups and communities in order to be credible. Stakeholders feel that there is a lack of representation when industry makes crucial decisions and believe that, without top level engagement, diverse groups and individuals will eventually turn their backs on the Olympics and go elsewhere for their tourism offer. They advise that DCMS should keep diversity/equality under review in accordance with the DCMS Single Equality Scheme and in appointments, for example, to the VisitBritain Board and the England Marketing Advisory Board.

DCMS should also possibly consider:

### **Social inclusion**

- whether the marketing strategy to support growth targets properly reflects the needs and interests of lower - income and priority groups, which contain a high number of people within the equality strands.

### **Employment terms and conditions in the sector**

- the degree to which it wants to support and indeed promote – possibly in the Strategy - measures by DTI to protect “Vulnerable Workers” in the hotel and restaurant sectors.

### **Marketing and lower income groups**

The implied emphasis in "Winning" on targeting high spending individuals and groups (including, of course the so-called "Pink" and "Grey" pounds) to help achieve growth targets may have potential to exclude lower income groups, some of whom feature strongly in the equality strands. Publicly funded marketing and information provision should be relevant to all socio-economic groups, and which will include certain groups within the equality strands

Consideration should be given to whether DCMS' objectives to improve participation by priority groups (people from black/ethnic minority groups, people with limiting disabilities, lower socio-economic groups) in visiting heritage sites, museums and arts events – which are all part of the tourism product - will be reflected in the delivery of the Winning Strategy.

Recent research suggests that the reasons for non-participation are not necessarily financial. Lack of time, for example, is often given as a factor. Forthcoming increases in the minimum statutory paid annual leave entitlements from 20 days a year (for FTEs) at present to 28 days from October 2009 will benefit about 6 million people, mainly lower earners. In consequence, domestic groups should have increased leisure time, which creates opportunities for the industry to exploit.

ONS statistics, as reported by the *Family Holidays Association* (Charity), show 2.2 million families with young children being unable to afford a one week break away from home, with 1.4 million of those families missing out on day trips. For single parents (mainly women) with young children, the figures rise to nearly 60% missing out on holidays and 40% on day trips. Data on holiday participation is now being collected under the DCMS *Taking Part* Survey.

For low income and single parents, VisitBritain does market more affordable holiday ideas (for example, Top 20 Free Attractions) on the Enjoy England website. VB also strongly supported the Government's policy of making entry to museums free in London. Notwithstanding its emphasis on "return on investment" (ROI), VB also targets the youth market. Young people have the potential to return at various stages in their lives. Appropriate marketing can therefore create a legacy if visitor experience matches expectation.

Apart from tackling a social exclusion issue in its own right, there is in fact a large potential market among low income groups to be accessed. This is equally recognised by many EU countries who promote "Social Tourism", and who recognise the social and health benefits of low income families being able to have a holiday.

### **Vulnerable workers**

Despite measures taken by the Government in the context of equality and employment legislation, including the National Minimum Wage, the Government has identified the tourism and hospitality sector as one where employment problems seem to occur more frequently (along with retail, and care homes). Data shows how employment terms and conditions in the hotel



and restaurant sector compare unfavourably with other sectors. The sector employs a high number of women, people from BME groups, and young people.

The National Skills Strategy, which forms part of “Winning” aims directly to address the main problems within the industry.

### **Violence Against Women**

The UN defines the term “violence against women” as including any act of gender based violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women. It also generally taken to include physical, sexual and psychological violence occurring within the general community, including rape, sexual abuse, sexual harassment and intimidation at work and elsewhere.

Our consultation has not indicated that any of the policies or strategy described in “Winning” should give rise to any adverse impact on violence against women. There may be a case for ensuring that tourist information made available to various nationalities should more often include advice on acceptable behaviour when enjoying a visit to the UK because of different social mores and attitudes to women within our culture. Such information may be valuable in ensuring that friction does not arise from misunderstanding and translate into sexual harassment.

In addition, sexual harassment and intimidation in the workplace would essentially indicate a failure of management and leadership to promote and adhere to employment law within any organisation or institution. The National Skills Strategy focuses on management and leadership as a key strand of activity aimed at improving relevant skills.

### **Views expressed during consultations with equality groups**

#### **Race Equality**

- Stakeholders felt that the diversity of London was central to the successful Olympic bid.
- There needs to be evidence within the tourism sector that London’s (and the UK’s) diverse groups are being considered from an industry perspective; and that this should include tailored support for businesses, development of employment skills for current and future employees leading to leadership roles.
- The continued development of employment skills within the tourism sector was of vital importance for current and future BME employees. The priority for the industry needs to be the employment offer. It should include more tailored skills training that acknowledges different individual needs; and clear career development opportunities for BME’s within the industry leading to senior management roles.

- Stakeholders suggested that the government framework for producing consultations is not supportive of diversity groups; the volume of consultations and the methods used to distribute and reach stakeholders was not well tailored to diversity bodies that are often under-resourced.

### **Diversity Reference Group**

- **Gender** - women's groups were concerned about what the Strategy would do for women's pay and the fact that they are often in lower paid jobs than their male counterparts – women were disproportionately represented in the lower paid jobs in the tourism industry; this is exacerbated by migrant workers taking jobs at lower pay and staying for short periods. The skills gap is also exacerbated as individuals move out of the industry taking skills they have gained with them. Would the strategy promote positive action in this area – getting women into management roles?

### **Sexual Orientation, Religion & Belief, Gender, Age- 23<sup>rd</sup> February**

- Stakeholders perceive the tourism sector as an industry well geared towards targeting spend from the various diversity strands via marketing channels such as VB/VL. However, more support is needed for minority individuals and businesses working within the industry.
- Stakeholders encouraged the sustainable use of cultural landmarks such as the Neasden Temple and Black Churches in order to provide an alternative tourism attraction and advertise the UK's diverse population.
- There is a clear consensus that the various strategies and projects must cover the needs of all diverse groups and communities in order to be credible. Stakeholders feel that there is a lack of representation at the industry's top decision tables and without top level engagement diverse groups and individuals will eventually turn their backs on the Olympics and go elsewhere for their tourism offer.
- The group as a whole agreed that early and genuine engagement with communities enabling them to participate in decision making was really important to securing buy-in.

### **Disability - 28<sup>th</sup> February 2008**

- Stakeholders felt that 2012 represented a significant cultural opportunity for people with disabilities within the work place. However, the infrastructures must be put in place and a positive approach to disability cannot just be 'imported in' for the games.
- The focus for 2012 shouldn't just be people with physical disabilities it needs to span the whole spectrum of disability. Information on facilities available was a key requirement.
- Stakeholders felt it was imperative to get private sector business involved in order to support the accessibility agenda and provide sustainable job opportunities within the tourism sector.

- Improving the tourism offer for individuals with disabilities was very important, with stakeholders highlighting the need for tailored incentives such as 'blue badge' parking, more flexible booking systems for people with disabilities wishing to make last minute purchases and a commitment to access statements from accommodation providers.
- RNID *Typetalk* offers training to smaller businesses about using *Typetalk* with deaf customers: "*hotels and, especially B&Bs are very notorious for awkwardness in dealing with telephone calls from deaf people and if RNID Typetalk information could be built into practical implementation of the Strategy, that would help many businesses to welcome deaf, hard of hearing people, and people with speech impairments.*"

(All of these issues are being taken into account, in partnership with People 1<sup>st</sup>, in the development and implementation of access and workforce skills/retention policies for the Tourism 2012 Strategy)

# Appendix A: List of Organisations/individuals consulted

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Equality Strand	Stakeholder	Contact
Race	The Windsor Fellowship	Conrad Sackey
	The Black Training and Enterprise Group	Jeremy Crook
	AC Diversity Group	Brenda King
	Operation Black Vote	Simon Wooley
	The Commission for Racial Equality	Paul Mrazek
	Race Equality Unit, CLG	Lucy Dawes Anne Utulu Raks Patel
Age	Age Concern	Sally Daw
	Extending Working Life, DWP	Sandra Coultard
Gender	Women's National Commission, CLG	Janet Veitch
	Women and Equality Unit, CLG	Andrew Dobbie
Sexual Orientation	The Consortium of LGBT VCOs	Mark Reedman
Disability	RNIB	Alison Talbot

	RNID	Marije Davidson
	The Leonard Cheshire Foundation	Jane Fletcher
	Mencap	Gus Garside
	London Development Agency	Deborah Evens
	London Development Agency-Disability Group	Nick Goss
	British Council for Disabled People	Julie Newman
	Radar	Beth Capper
	Disability Rights Commission	Andrew Shipley
	Office for Disability Issues, DWP	Paul McCourt Liz Robinson
<b>Religion and Belief</b>	The London Jewish Forum	Nadia Lipsey
	Hindu Council (Animal Ahimsa)	Nitin Mehta
	Religion and Belief Consultative Group	Barney Leith
	British Muslim Forum	Khurshid Ahmed
<b>Independent Advisors</b>	Olympic Delivery Authority	Victoria Brown Terry Day
	London Organising Committee of the Games (LOCOG)	Neil Walker
	Equal Opportunities Commission	Anne Madden
	ACAS	Gill Dix
	Sector Skills Development Agency (SSDA)	Sandra Scott
	DTI	Robert Howe (Olympics Project)

Yuen Cheung (Mang. PSA10, ethnic min employment) Anita Thandi (Vulnerable Agency Workers) Yeolanda Lopes (Vulnerable Worker Pilots)
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Some of the above were consulted as members of the Diversity Reference Group

**Further Reading**

1. *Inside the Workplace: Findings from the 2004 Workplace Employment Relations Survey* (Routledge, 2006)
2. *Success at Work: Protecting vulnerable workers, supporting good employers* (DTI, March 2006)
3. *Getting Equal: Proposals to Outlaw Sexual Orientation Discrimination in the Provision of Goods and Services* (DTI June 2006)
4. *Success at Work: Increasing the holiday Entitlement – a further consultation* (DTI, January 2007)

# Appendix B: Background to “Welcome: A Tourism Strategy for 2012 and Beyond”

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The tourism sector comprises a wide range of businesses, including hospitality, attractions and travel. Over 80 per cent are small-to-medium size businesses. There are three main markets: leisure visits, business tourism and visiting friends and relatives (“VFR”).

DCMS itself has no mechanisms for directly affecting inbound and domestic tourism in the United Kingdom. It exerts influence by providing strategic leadership and through its current funding of public sector partners. These are VisitBritain, the London Development Agency and the Regional Development Agencies. DCMS funding enables these partners to support the industry. By working in concert with public and private sector partners DCMS can therefore indirectly influence the market place. DCMS funding, for example, supports national marketing and information campaigns, initiatives to improve workforce skills and the further development of better accommodation quality standards. Other partners are not funded by DCMS and include, for example, People 1<sup>st</sup> (which receives funding from DIUS), the trade associations and local authorities.

It describes eight priorities which envision using the Games to:

- Engage all UK tourism businesses in a national campaign providing an attractive and diverse image of Britain;
- Improve international perceptions of Britain;
- Deliver a first class welcome to all visitors;
- Improve the skills of the workforce;
- Drive up quality in accommodation;
- Maximise opportunities for increasing business visits and events;
- Spread the benefits to ensure that every part of the UK benefits; and
- Improve sustainability.

## Funding

DCMS provides grant-in-aid to VisitBritain (“VB”), a Non-Departmental Public Body. Essentially, VB markets Britain overseas to foreign nationals and England to the British. In 2007/2008 it spent approximately £35 million a



year on the former and an additional £12.5 million on the latter. It also operated a quality grading framework for tourist accommodation. Between 2008 - 2011 VB will receive over £133 million for its work in these areas. In 2007/2008, DCMS also contributed about £3.6 million a year to the Regional Development Agencies and £1.9 million to London Development Agency.

DCMS does not directly control spending by these bodies. In the case of VisitBritain, the Secretary of State for Culture, Media and Sport appoints the members of the VisitBritain Board and the members English Marketing Advisory Board ("EMAB") who steer the organisation's strategy within the broad framework of a DCMS-VisitBritain Funding Agreement and its associated targets. At the request of the Secretary of State, VisitBritain are currently conducting a strategic review of all public sector support for the tourism sector with a view to making recommendations for more efficient use of it. The Review is expected to report in July 2008.

### **Legislation**

The only tourism legislation for which DCMS is responsible is the Development of Tourism Act 1969. Its main purpose was to establish the National Tourist Boards. Apart from the UK's accommodation price display obligations which are to be repealed in 2008 under an EU Directive, all legislation affecting the sector is the responsibility of other Government Departments which are responsible for their own relevant EIAs.

# Appendix C: – Taking Part Survey - Summary information and findings

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## Quantitative Analysis of groups; Taking Part survey,

**Total population of the UK:** 58.8 million (2001 National Census)

**Race** - 92.1% of the population gave their ethnic origin as White British, 3.97% Asian or Asian British/Scottish, 1.95% Black or Black British/Scottish, 1.15% mixed origin and 0.81% Chinese or other ethnic group. In total the minority ethnic population accounts for 7.88% of the total population of the UK.

**Disability** - cuts across all strands of equality: the number of people with a disability is approximately 5.8m using a DDA definition of disability. However, there is a movement towards counting disability on the basis of self definition, in which case the number is revised up to 7.1m. Within this figure:

- a. 15% of the population who have some form of hearing impediment (RNID)
- b. 1.7m people with visual impairment, 90% of whom have some sight (RNIB)
- c. 1.2m people with learning difficulties (MENCAP)
- d. one in seven people at any one time with mental health issues (MIND)
- e. there is a higher concentration of disabled people amongst the elderly;
- f. disabled people are twice as likely to have lower education levels than those without a disability;
- g. disabled people are five times more likely to be out of work – which leads to lower income levels and benefit dependency.

**Gender** - 30.2 million females, 28.6 million males

**Sexual orientation** - Sexual Orientation was not included in the 2001 Census therefore no figures are currently available which give an accurate breakdown of the sexual orientation within the UK population.

**Religion and belief** - in the 2001 National Census, 71.8% of the total UK population gave their religion as Christian with a 5.4% non-Christian population. 15.1% stated that they follow no religion with a further 7.8% not stating.

**Age** - the 2001 National Census showed that there are 11.9 million people aged 0 to 15, 42.5 million aged 16 to 74 and 4.4 million aged 75 and over.

# Appendix D: - Employment data, ACAS Research, and *Success at Work* Programme

1. The hotel and restaurant sector employs 44% of the approximately 2 million workforce, and has a high number of women (62%), employees from BME groups (13%), and young people aged 16-21 (32%). Workers generally in the hotel and hospitality sector are identified by Government as "vulnerable to exploitation", with many ethnic background and migrant workers experiencing discrimination, low pay, limited career prospects, little protection of rights or Trade Union recognition. The data below quantifies this, along with the findings of recent ACAS research. The next DTI survey is due (but not committed to) in around 2010.

2. DCMS's strategic priority to improve work force skills (see EIA at page 14) will help improve longer term career prospects for all employees – BME stakeholder Groups in particular have pointed to the lack of BME representation at leadership levels. Likewise, across industry as a whole, women find it difficult to progress. That said, fair pay and conditions to make the sector attractive to enter and stay in will be integral to delivery of this.

3. Data on employment conditions in the hotel and restaurant sector is set out in the following tables from "*Inside the Workplace*" – *Findings from the 2004 Workplace Employment Relations Survey* (first published 2006, by Routledge; provided by DTI, Employment Market Analysis and Research). The Survey reflects interviews with managers and employee representatives in over 3,000 workplaces; with over 20,000 employees completing and returning a self completion questionnaire, providing a truly integrated picture of employment relations. Two of the authors are Principal Research Officers at the DTI.

## Race composition

Across all workplaces: non-white share of employment: 7% - **in hotels and restaurants: 13%** (10% or more of the workforce from an ethnic minority in 27% of workplaces in the sector (compared to 5% in eg construction)

## Disability composition

Across all workplaces: disabled share of employment: none in 81% of workplaces - **in hotels and restaurants: 89%**

### Gender composition

Across all workplaces with 10 or more employees - female share of employment:  
52% - hotels and restaurants 62%

**There is a greater proportion of female employees where there is little or no  
Trade Union recognition (eg hotels and restaurants)**

Sexual orientation - no data

Religion and belief - no data

### Age

#### Employees aged 16-21

Across all workplaces, 25% or more of employees: 37%; **in hotels and restaurants:  
47%**

#### Employees aged 16-17

Across all workplaces, 5% or more of employees: 17%; **in hotels and restaurants:  
44%**

#### Employees aged 50 or more

Across all workplaces, 25% or more of employees: 32%; **in hotels and restaurants:  
13%**

**Note** - workplaces that use age (albeit illegal) as a factor in recruitment (eg for  
"image", such as bars, clubs) are more likely to favour younger workers than older  
workers when recruiting staff.

### Other data

14. Presence of an Equal Opportunities Policy

Across all workplaces: 73% (88% of employees); in hotels and restaurants: 50% (71% of employees).

**Note** - for female employees, ethnic minorities, disabled employees, and employees aged 16-21, and 50+, employment levels increase where the employer has an EOP.

15. Presence of Job Evaluation schemes to help ensure that pay and grading systems fairly reflect skill requirements and responsibilities of the job

Across all workplaces: 20%; in hotels and restaurants: 13%

16. Workplace grievances

	Any grievance	Tribunal Claims: per 1000 employee	Sanctions: per 100 employees	Absenteeism: % wkg day lost a year	Voluntary Resignations per 100 employees
Across all workplaces	47%	2.2	5.7	5.0	13.7
Hotels and restaurants	40%	0.8*	8.7*	4.3*	34.0*

\* equates with **retention/high turnover** and lack of management skills. Evidence suggests that people with grievances are more likely to walk away from the job, rather than go sick or even go to a Tribunal – where in fact success rates are higher than the national average. Next highest sectors for voluntary resignations are: wholesale/retail (20.3%) other community services (14.8%) and construction (14.5%)

17. Collective dispute procedures

	<i>Collective Dispute Procedure</i>		<i>Industrial Grievance Procedure</i>		<i>Disciplinary</i>	
	% w'places	% employees	% w'places	% employees	% w'places	% employees
Across all workplaces	43	58	88	96	91	97
Hotels and restaurants	16	26	73	84	81	89

18. Pay and Conditions – aggregate collective bargaining coverage 1998-2004

	<i>% age employees</i>		
	1998	2004	Average annual Change
All workplaces (absence of collective bargaining at work place level = 73%)	38	35	-1.1
<b>Hotels and restaurants</b> (absence at workplace level= 98%)	12	4	-16.2 (retail next: -7.2)

19. Trade Union membership density

	<i>% employees</i>		<i>% workplaces</i>	
	Aggregate Union Membership Density	Zero	1-49	50+
All workplaces	34	64	18	18
<b>Hotels and restaurants</b>	6	98 (retail next: 86)	2	0

20. Off – the – job training and performance appraisals

	<i>% workplaces</i>			
	<i>off the job training for</i>		<i>regular appraisals for:</i>	
	Any experienced Core employees	60% or more of experienced Core employees	Any non-managerial employees	60% + of non-Managerial employees
All workplaces	84	47	71	64
<b>Hotels and restaurants</b>	53	27	54	48

21. Incidence of low leave by sector

– from Success at Work: increasing the holiday entitlement; Partial Regulatory Impact Assessment, Paid leave survey 2006 – DTI, January 2007

<u>Total</u>	<u>Full-time</u>		<u>Part-Time</u>		
	millions	%	millions	%	
				million	%

all workplaces	2.5	14	1.9	31	4.4	19
Hotels and restaurants	0.2	14	0.2	38	0.4	49

The highest incidence of employees not receiving their full allowance are those working in hotels and restaurants (followed by wholesale/retail - 29% - but which is the largest in pure numerical terms)

### ACAS report

22. Further data on **ethnic minority** workers in the sector is provided in an ACAS Research Paper (2006): *The Experience of ethnic minority in the hotel and catering industry: Routes to support and advice on workplace problems*. Some quotes from employees interviewed are included below.

#### The report highlighted:

- \* minimum pay and holiday provision
- \* breaches of law in terms of paying below the National Minimum Wage and failing to provide paid holidays
- \* long working hours
- \* poor employment practices in the form of lack of provision of written particulars of contracts
- \* little awareness of contractual and legal rights
- \* low levels of unionisation

22. It also showed that working in the sector is substantially affected by a number of features that serve to differentiate the experience of ethnic minority and migrant workers. Specifically, these include:

- \* immigration status
- \* working in the informal sector
- \* discrimination in the labour market and employment, and
- \* especially for migrant workers, low expectations which increase tolerance of poor working conditions

*White skin, they promote, even though they haven't got much education.....they are new face, they are young" (female, Filipino, hotel worker, London)*

*" A couple of years ago, I hadn't had any job for several weeks. I asked around some Chinese restaurants and I was told they didn't really want to employ old age workers.....generally speaking, employers are not interested in workers who are over*



*40 years old"* (male, Chinese restaurant worker, South West)

*The boss does demand a lot and he thinks that you can work for him whenever he needs you, and if you want a day off they make a problem. I mean it is a problem for them....but they put you under stress. They think that you are there for them 24/7. I think many people experienced this. They call you and think that you are flexible so you can be at work in 3 hours and work for 10 hours"* (female, Polish, hotel worker, London)

*"To be honest, I don't think my employers know anything about employment rights. Even though they are restaurant owners here, they don't really know very much or fit into this society either .....when you talk about this the employers get agitated and say "we cannot because we are a small business "* (male, Chinese, restaurant worker, London; Bangladeshi waiter)

*" I don't think that this would be a good thing (being in Union member) when applying for a job"* (male, Lithuanian, agency worker, London)

*"No training has been given, not even, there is no guidance as to where to evacuate and assemble in case of fire, nothing"* (male, Bangladeshi, restaurant worker, West Midlands)

Quotes from ACAS Research Paper, 2006: *"The experience of ethnic minority workers in the hotel and catering industry: Routes to support and advice on workplace problems"*

But not all bad – good practice does exist –

**Marriott Hotel, Grantham** - the Marriott Hotel in Graham operates an open recruitment policy in which all applicants are assessed on ability to carry out the new role and not age. No mention of age is ever shown on the recruitment advertisements that they use. The application form does ask for the age of the person applying, but this is purely so the company can manage and monitor diversity. The hotel carries out career and personal development plans annually for all associates regardless of age. Although the company's retirement age is 65 for all workers, they have reviewed this and altered it in Grantham to a deferred retirement policy. In such cases the associate will make an application to the hotel, which will be discussed and reviewed by the General Manager and the HR Manager. All cases of deferred retirement are reviewed annually. (from *Success at Work: Protecting vulnerable workers, supporting good employers* - DTI, March 2006)

**Government initiative: DTI - led "*Success at Work – protecting vulnerable workers*"**

23. The Government's overall position on employment rights is that:

- \* the UK has a fair and flexible framework of employment rights – and that no further regulation is needed. The forthcoming increases in the minimum

statutory leave entitlements will in particular benefit low paid workers (about 6 million) – who in theory will also have more time -for leisure;

- \* focus of the Strategy is now on providing additional support for “vulnerable workers” – see below - to help them get what they are entitled to and to improve their position in the labour market, and helping good employers to comply (by simplifying the law, reducing costs, improving guidance etc). This includes targeted enforcement (eg of the Minimum Wage) to crack down on the minority who do not comply and to provide a level playing field for the majority who do.

### ***Success at Work - Pilot Schemes***

24. [Success at Work](#) includes commitments to piloting a new partnership approach to help vulnerable workers. To this end, the Government announced, in September 2006, plans to carry out two pilots aimed at supporting vulnerable workers. The pilots are now being developed - one led by the TUC located in the City and Docklands area in London focusing on the building and cleaning services sector, and the other located in Birmingham, led by Marketing Birmingham, (a private/public partnership) focusing on the **hospitality industry**.

25. The pilots will develop local partnerships with unions, business groups, local authorities, community groups, government agencies and others to help vulnerable workers secure their employment rights, and put them in touch with opportunities to develop their skills. The pilots will also help employers to comply with the law, and help raise workplace standards. These pilots will ensure, through a partnership based approach that the most vulnerable workers have better access to support and advice about their employment rights and responsibilities. The pilots have five key strands:

- a. piloting a new local partnership approach to helping vulnerable workers
- b. ensuring workers are aware of their rights and testing out ways of supporting workers to secure their rights;
- c. helping vulnerable workers improve their skills to strengthen their position in the labour market
- d. helping business overcome difficulties in complying with the law
- e. targeting enforcement action on non-compliant or unscrupulous employers

Definition - a “vulnerable worker” is:

- f. someone working in an environment where the risk of being denied employment rights is high; and
- g. who does not have the capacity or means to protect themselves from that abuse.

26. Both factors need to be present. A worker may be susceptible to vulnerability, but that is only significant if any employer exploits that vulnerability. They may have poor knowledge of their rights, possibly a lack of fluency in English, low skills, no trade union or professional HR department or may be dependent on

their employer (e.g. for accommodation, loans, transportation etc).

27. Importantly, the pilots will generate practical evidence in key areas such as: the extent of non-compliance with employment law; areas of particular difficulty for employers; weaknesses in the enforcement framework; and evidence of the effectiveness of advice services (including skills agencies) in reaching the vulnerable. Evaluators have been appointed (Opinion Leader Research) to draw out this evidence, and will assess how the partnerships work, lessons learnt, and develop the evidence base on worker vulnerability and employer non-compliance.

28. An expert Practitioner Panel to offer advice and guidance has been appointed, made up of a balanced membership of relevant stakeholders. The Panel will assist with the development and implementation of the pilots, providing expert advice on ways of reaching vulnerable workers, communicating with and influencing employers, skills provision and compliance issues. The pilots will run for two years (April/May 2007 to 2009), with two conferences – an interim and a final one - planned to discuss emerging findings, and to ensure that the pilots inform the wider policy debate on vulnerable workers and better regulation.

### Equal Treatment Regulations

29. On 12 March 2007, the Equal Opportunities Commission announced that it had been successful in its judicial review proceedings against the Government over the implementation of the European Equal Treatment Directive, concerning full protection against sexual harassment (and pregnancy discrimination). The Directive is intended to ensure that women in the workplace are not subject to any unwanted conduct related to their sex which violates their dignity or creates an intimidating, hostile, degrading, humiliating or offensive environment: harassment by clients is a particular problem for **women working in the hotel and restaurant sector**.

30. Under the Directive, a woman is protected against harassment and an employer is liable for harassment if an employer knows of continuing and/or objectionable conduct but fails to take any steps to prevent it.

