



Home Office

# Diversity Strategy, 2010-13

*Getting Equality, Diversity and Inclusion right in our Culture*





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## Foreword by the Permanent Secretary

I launched the department's first Diversity Strategy in May 2007. Since then, a lot of hard work has been done by colleagues in headquarters and the agencies, much of it behind the scenes, to embed the Strategy and make a real difference to our staff and the public.

I can say with confidence that we are a better department today as a result of the work we have delivered in our strategy. I know this from discussions with Board colleagues, the staff support networks, unions and also from the results of our external benchmarks. Some of the changes since 2007 include our integration of equality and diversity into our business planning; a more diverse Senior Civil Service; a better understanding of our legal obligations (particularly on Equality Impact Assessments) and an improvement in the quality of engagement with our internal and external stakeholders.

I feel proud that the Department has been identified by the Stonewall Workplace index as the most gay-friendly employer in Government, and achieved the gold standard on the indices for Race for Opportunity, Opportunity Now and Employers Forum on Disability as well as becoming the winner of the Trans-equality index.

Whilst we have achieved a lot, it continues to be the ambition of the Home Office senior management that our department always strives to be better and be recognised as an exemplar both in the public and private sectors. The challenge will be to maintain our track record on equality and diversity in the context of a smaller department and a tougher delivery environment. One thing that we will be monitoring is the impact of any staff reductions on the diversity of our workforce.

Our ambition for 2013 is that our staff understand they have a responsibility to help us achieve the aims of this Strategy by ensuring that:

- our workforce is reflective of the diverse communities that we serve;
- the decisions we make about people including our staff are fair, objective and without bias;
- we live our values and demonstrate how we promote respect and dignity in the workplace;
- we actively respond to our legal duties to promote equality and foster good relations;
- we provide a responsive and accessible service to the public based on need;
- we ensure that the advice we provide to Ministers has the appropriate equality considerations; and,
- our suppliers mirror our commitment to equality and diversity.

The progress we have made since 2007 gives me confidence that this is achievable. My aim is that we will increasingly see equality and diversity not as some add-on to our work but as fundamental and integral to the way we manage the Home Office and deliver our services to the public.

SIR DAVID NORMINGTON KCB

June 2010

## Executive Summary

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The first departmental 3-Year Diversity Strategy came to an end in April 2010. This Strategy builds on the learning to ensure that as a department, we continue to embed considerations of equality and diversity in all we do, whether it is about impact on staff or the public.

As well as the moral case for diversity, there is also a strong business case. A diverse workforce not only fosters innovation and a wider range of solutions, but it allows the department to better respond to change and can inform our policies and services so that they reflect the needs of the wider public.

The five strategic aims remain as follows:

1. Managers at all levels demonstrate **effective leadership** on equality and diversity.
2. Potential of under-represented groups developed to create a **representative workforce** at all levels.
3. An inclusive **working environment** where staff respect and value each other's diversity.
4. Effective Home Office implementation of **statutory obligations** on equality and diversity.
5. **Services delivered** in a way that promote equality and respect diversity.

Since the launch of the department's first Diversity Strategy in 2007, we have made good progress and this has been recognised by external benchmarking organisations and the Cabinet Office. The aim is for each business area to be 'Green' against each objective by April 2013. This means there is widespread and systematic practice which is delivering tangible outcomes on equality and diversity. Progress against these objectives will be measured quarterly.

Our Strategy reflects the goals of the wider Civil Service Diversity Strategy which was launched in 2008 and includes representation targets set for the Senior Civil Service (SCS) and Grades 6 and 7.

## Introduction

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In 'The Coalition – Our programme for Government', there is a clear focus on workplace equality including equal pay and helping people realise their potential, as well as tackling some of the big issues which affect the public, such as domestic violence and hate crime. This Diversity Strategy will support those goals, with a greater emphasis on how we deliver our services to the public.

This Strategy, by its nature, is essential to every part of Home Office work and has strong links to how we develop our services, ensure equality considerations in our policy development. The Strategy supports other strategic drivers such as Investors in People, the department's People Strategy and Wellbeing Strategy.

Importantly the strategy will help the department meets its responsibilities under the new Equality Act 2010 which consolidates existing equality law into a single piece of legislation. A new single equality duty will continue to cover race, gender and disability, but will be extended to cover age, sexual orientation, religion or belief, pregnancy and maternity, and gender reassignment. The new duties are flexible, proportionate and less bureaucratic. They move away from detailed legislative description of process to focussing on outcomes, and allow public bodies more autonomy to decide how best to deliver equality of opportunity.

There will be no specific requirement for public bodies to publish self-standing equality schemes. We will however need to integrate equality into the mainstream business planning cycle by:

- Developing and publicly setting out our Equality Objectives;
- Setting out steps to achieve these over the coming business cycle (most likely to be three years);
- Implementing these steps unless unreasonable/impractical to do so; and
- Reviewing and updating as necessary the objectives every three years.

The purpose of this document is to:

- Set out the vision for the department on equality and diversity as it relates to our legal obligations regarding both staff and service delivery to the public;
- Articulate the business benefits of diversity to the department;
- Show the progress that has been made in the last three years and consider the priorities against the five strategic aims, which we are retaining; and
- Set out measures that will enable business areas to track progress against the five strategic aims.

### **How this links to the Civil Service Diversity Strategy**

The aims of our strategy can be broadly mapped to the 2008 Civil Service Strategy, 'Promoting equality, valuing diversity: a strategy for the civil service', which assesses departments on the following four areas:

- leadership and accountability (links to Aim 1 on leadership)
- talent management (links to Aim 2 on representative workforce)
- representation (links to Aim 2 on representative workforce)
- behaviour and culture change (links to Aim 3 on working environment)

It is worth noting that the Civil Service Strategy relates to people issues only, whereas our departmental strategy also covers statutory compliance and service delivery.

The new Home Office and existing Civil Service Diversity Strategies will both be reviewed in 2013.

## **Governance**

The Diversity Strategy Programme Board (DSPB) will continue to meet on a quarterly basis. Their terms of reference are included at Appendix A.

The role of the DSPB will be to monitor progress against the Diversity Strategy and show leadership on embedding equality and diversity. The Board comprises business area Diversity Champions, representation from staff support networks and is chaired by the overall Home Office Diversity Champion. They will be supported in this task by Home Office Board Diversity Champions, who will have a remit in relation to one of the protected characteristics.

We will measure progress through quarterly self-assessments by the business areas. Whilst this document sets out the high-level priorities, targets and milestones, more detailed measures have been agreed, building on feedback from the business, and these will form the quarterly assessments. A traffic light system will highlight areas of strength and concern against the five strategic aims, and will identify where the blockages might lie. This will then inform more targeted interventions.

## **Staff support networks**

The department recognises the immense value that staff support networks can bring to improving our workplace and also importantly, our public policy. The networks continue to provide direct support in the form of advice and training to their members. They provide insights and perspectives about the diversity of our people and run conferences and seminars to keep our staff better informed of being responsive to differing needs. They have been instrumental as an internal resource in understanding how we can better engage the communities that we serve and our stakeholders.



It is important to have internal critical friends to keep us focussed on creating an inclusive and engaged department. This role is increasingly more important in an environment of reducing public expenditure.

The department recognises and supports the following formal staff support networks:

- THE NETWORK - for minority ethnic staff
- Home Office Disability Support (HODS)
- SPECTRUM – for lesbian, gay, bisexual and trans staff
- a:gender – the cross-government network for transgender, transsexual and intersex staff
- Home Office Women

There are a number of faith-based informal networks which are also recognised by the department for their invaluable insights to religion and belief. These informal networks include Home Office Christians, Home Office Islamic Network, The Hindu Connection and the Home Office Sikh Association.

## Vision and Aims

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Our vision is to create a working environment where our staff feel empowered, valued and respected for their contributions, we have a truly diverse talent pipeline in our workforce, and we are recognised for our commitment to freedom, fairness and responsibility.

By 2013, we will know whether we have been successful when:

- our workforce is reflective of the diverse communities that we serve;
- the decisions we make about people including our staff are fair, objective and without bias;
- we live our values and demonstrate how we promote respect and dignity in the workplace;
- we actively respond to our legal duties to promote equality and foster good relations;
- we deliver services in ways that recognise our customers differing needs and all are treated with dignity and respect; and
- we ensure that the advice we provide to Ministers has the appropriate equality considerations.

## Our Progress to Date

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The department as a whole has moved from a position of significant weaknesses in capability for delivery when the first assessments were completed (rated as Red/Amber) in June 2007, to being in a far stronger position where there is good capability for delivery of diversity in place, with a clear focus on the action and improvement required to achieve key outcomes (rated at Amber/Green). Some of our successes are outlined below.

- Increased accountability and visibility of Director-Generals on equality and diversity through operating reviews with the Permanent Secretary.
- Over 20,000 staff have completed the diversity e-learning programme since its launch in September 2008, equating to around two-thirds of all staff. 72% said that as a result of the e-learning, they felt more confident to challenge inappropriate behaviour and language.
- We have significantly increased the quality of management information on diversity. For example, in terms of diversity declaration rates on sexual orientation, we have improved from 6% in March 2007 to 80% in March 2010. Since March 2009, we are now able to have a corporate picture of our workforce which had not previously been possible. This improved data has helped us better understand whether certain policies/processes are adversely impacting on certain groups of staff.
- We have a more diverse Senior Civil Service than in 2007 in respect of race and disability. As at March 2007, we had 2.6% minority ethnic and 0.8% disabled representation in the SCS which has increased to 4.8% and 3.3% respectively. We have slightly improved on female representation in the SCS from 34% in March 2007 to 35% in March 2010. This is good progress given two significant machinery of government changes which meant that the department lost a disproportionate number of minority ethnic and female SCS to Communities and Local Government and the Ministry of Justice.

- For the first time since we have been completing external benchmarks, we have been rated as 'Gold' on race, disability and gender, the most gay-friendly government employer and the winner of the Trans-equality Index. We have shown progress year on year in these benchmarks and have been recognised by both the public and private sectors for our good practice on equality and diversity.
- Since 2006, by law we have been required to equality impact assess any new policies or Bills, or changes to policies. Whilst we still have some way to go, we have been recognised by the Government Equalities Office as an example of good practice on our approach to Equality Impact Assessments (EIAs). We have trained over 1,000 staff and there has been an improvement in the awareness of our legal responsibilities, and the number and quality of EIAs compared to three years ago. We are currently leading the way across government on the development of an e-learning tool to support policy writers carry out equality impact assessments.
- We are the only department in government to have mapped all our equality and diversity stakeholders and are working with the Government Equalities Office to share our engagement model across government. This approach will ensure that Government is far more joined up in engaging both statutory and non-statutory organisations on equality considerations on public policy and service delivery.
- The department has established an external disability advisory group which has representation from significant national disability organisations. This panel allows the department to respond far better to its specific duties in law on disability.

## Aim 1: Effective Leadership

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Managers at all levels demonstrate **effective leadership** on equality and diversity

We all have a responsibility, regardless of grade or role, to show effective leadership on equality and diversity. This is about how we treat our colleagues in the workplace, how we manage staff and how we implement policies and deal with customers.

It was clear from the consultation that we needed to improve awareness about what we have done, and achieved, on equality and diversity in the last few years. Therefore, a large part of this aim is communicating our successes to our staff and stakeholders as part of a wider engagement strategy.

The strategy has allowed us to measure effectively the main strengths and weaknesses in UKBA, in delivering diversity and equality. It has given the strategic focus for the Equality and Diversity Action Groups (EDAGs) to ensure that they are driving forward change in their business area.

*Equality and Diversity Strategic Centre, UKBA*

I think equality and diversity is being taken more seriously at senior management level and there appears to be genuine commitment from the top of the office to improve

*Colleague, Crime and Policing Group*

### Our priorities

- Strong leadership – down to first line management level – and clear, transparent accountability for delivering equality and diversity.
- Roll-out and embed work on unconscious bias in all key people decision-making processes, supplementing our diversity learning programme.
- Better management information on diversity and wellbeing for local managers.
- Promoting our successes to our staff, wider stakeholders and the public.
- Ensure people policies and procedures have relevant equality and diversity content.

## **Key targets and milestones for Aim 1**

- Active, visible leadership – down to first line management – of the diversity strategy
- Monitor in real-time, the diversity impact of a downsizing Home Office.
- All leaders and managers take personal responsibility for mainstreaming equality and diversity into their business plans.
- The department's corporate stakeholder research programme will include two performance indicators which will evidence whether stakeholders feel that the department, individual business areas, and senior leaders value, and demonstrate their commitment to equality and diversity. These indicators will be tracked over the coming three years.
- Promoting respect and dignity in the workplace is a part of every member of staff's performance appraisal by 2013.
- Heads of Units have ensured that all their staff have completed staff online awareness programmes on unconscious bias and equality and diversity by 2013.

## Aim 2: Representative workforce

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Potential of under-represented groups developed to create a **representative workforce** at all levels

The Home Office has an extremely diverse workforce. As at March 2010, 25% of all Home Office staff were from ethnic minority backgrounds, 57% of staff were women, 7% were disabled, 3% were lesbian, gay or bisexual and 20% worked part-time. However, it must be borne in mind that whilst these figures are a useful indicator, a diverse workforce is much more than this. It is also about achieving a mix of educational backgrounds, personality types, skills and experience, amongst others. However, these areas are far harder to assess.

Having a diverse workforce which reflects society is not an end in itself. It is recognised that a diverse workforce with clear collective goals leads to greater innovation, comprehensive and better framed strategies, and better justified decisions due to increased challenge. There is also a reduced likelihood of 'group think' where a single dominant view fails to consider the risks.

Even diverse groups can behave as a homogenous group when there is little or no rotation of staff over long periods of time; that is why it is important that we constantly seek ways to encourage different perspectives.

In 2008, the Home Office agreed SCS representation targets on gender, race and disability with the Cabinet Office. This contributes to the wider Whitehall targets set out in the Cabinet Office Diversity Strategy. In addition to those targets, the Home Office was the first Department in February 2009 to set an SCS target in respect of sexual orientation.

## Our priorities

- Create and maintain a diverse SCS despite a shrinking Civil Service.
- Reduce actual and perceived differential impact in selection and promotion processes.
- Better visibility and accountability at Directorate-level for staff diversity in a way that better reflects the geographical makeup of communities that the business area serves.

Requirement for diverse recruitment panels has resulted in a healthy level of debate, raising people's awareness of the pitfalls of unconscious recruitment of like-minded candidates.

*Colleague, Finance and Commercial*

We have been seeking to improve the representation of BME and female staff in OSCT, particularly in the SCS. As a priority for the OSCT Board, this has been tackled in a number of ways, supported by the Home Office Islamic Network, The Network and Home Office Women. We have seen an increase in both the diversity of our workforce and in the SCS.

*Colleague, OSCT*

## Key Targets and Milestones for Aim 2

- To achieve the following representation targets by 2013:

		Home Office target for 2013
<b>Women</b>	SCS	38%
	Payband 2 and above	35%
	Grade 6/7	45%
<b>Minority Ethnic</b>	SCS	6%
	Grade 6/7	10%
<b>Disabled</b>	SCS	3%
	Grade 6/7	6%
<b>LGB</b>	SCS	5%
	Grade 6/7	5%

- Reduce adverse impact in recruitment processes, including assessment centres.
- Provide staff at all levels, where appropriate, access to development programmes to improve the diversity of talent pipeline; in particular to the SCS.



## Aim 3: Creating an inclusive working environment

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An inclusive **working environment** where staff respect and value each other's diversity

The Home Office employs around 30,000 staff. Individuals are at work for a significant proportion of time and, as an employer, we owe it to staff to make the working environment an enjoyable one where they feel they can contribute and develop to their full potential. However, members of staff also have a vital role to play in making this a great place to work.

This aim contributes to the 'great place to work' priority of the Home Office People Strategy launched in 2008, which says that:

*"we want the Home Office to be a place where people behave in a way that generates respect and engagement at all levels and where the well-being of its people is valued and actively promoted"*

The Wellbeing Framework was subsequently launched in September 2009 to create an environment that promotes a state of physical and psychological health which allows staff to achieve their full potential for the benefit of themselves and the Department. One of the measures of success in that Framework is how we have improved on this aim on working environment.

As a department, we are committed to offering flexible working arrangements wherever possible. We recognise that a number of our staff need greater consideration around their working patterns due to their caring responsibilities for members of their families, who for example may be disabled or elderly.

An example of how a restrictive culture can impact on an individual's performance is highlighted by Stonewall, a lobbying organisation for lesbian, gay and bisexual rights. Their research showed that if a gay, lesbian or bisexual member of staff was 'out' at work, they were likely to be 30% more productive.

The Home Office continues to work with our staff support networks to ensure that the working environment is one where all staff can thrive and fulfil their potential.

The way we measure how different groups feel about working for the Home Office is through the annual staff engagement survey (the Civil Service People Survey) which is analysed by the protected characteristics. Ideally, all groups should feel the same levels of satisfaction (i.e. between men and women, black and white staff, disabled and non-disabled, gay and straight colleagues). To further improve the working environment, we will conduct other confidential internal surveys and health-checks, and bespoke research, working closely with our staff support networks.

There is a willingness to help colleagues with practical workshops and share information and also an increased membership of staff support networks in terms of members and friends.

*Colleague, CRB*

### **Our priorities**

- Reducing bullying and harassment levels to below the Civil Service average for similar departments.
- Reduce discrimination levels to below the Civil Service average for similar departments.
- Use staff survey data to identify, and respond to, areas of greatest concern.
- Early engagement with staff support networks and Unions on organisational change which has equality implications.

### **Key Targets and Milestones for Aim 3**

- The gap between the employee engagement of the majority groups and minority groups to reduce year-on-year in the staff survey results.
- Proportion of staff who feel they have been discriminated against to reduce year-on year in the staff survey results to be below civil service average for similar departments.
- Proportion of staff who feel they have been bullied or harassed against to reduce year-on year in the staff survey results to be below civil service average for similar departments.
- Maintain our performance on external benchmarks year on year: Race for Opportunity on race, Opportunity Now on gender; Disability Standard; Stonewall Index on sexual orientation and the a:gender Trans-Equality Index.

## Aim 4: Meeting our statutory obligations

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Effective Home Office implementation of **statutory obligations** on equality and diversity.

The department is subject to a number of statutory obligations in respect of promoting equality and diversity within the workforce and in how we develop and deliver our policies to the public. In short, we are required to Equality Impact Assess all our policies, publish Equality Schemes in respect of race, gender and disability, and publish annually an Employment Monitoring Report (which looks at whether all staff are, in practice, having equal opportunity), and monitor the gender pay gap.

It is important that we are proactive in delivering against our public duties and work with the Equality and Human Rights Commission in identifying and tackling persistent inequalities in any policies or services for which we are responsible. The new Equality Act 2010 will place greater expectations on us to foster good relations with communities. It is even more important that we recognise these new responsibilities and ensure that we are well placed to deliver to them.

As a department, we have seen a significant cultural shift in conducting equality impact assessments (EIAs) but there is still evidence that in some cases, these are not being carried out early enough in the development of policies, nor always to the minimum standards. Going forward, there will be a greater emphasis on local business areas taking responsibility for EIAs and ensuring they are completed in good time and to the required standard.

We have seen increased communication and awareness of Equality and Diversity issues across the business, in particular increased awareness of EIAs.

*Colleague, CRB*

## **Our priorities**

- Improving accountability on EIAs and Equality (Duty) Objectives and actions.
- Responding to Equality and Human Right's Commission's areas of greatest concern around Home Office policy and delivery against the Government's Equalities Contract.
- Reducing the pay gap between men and women in the department for those doing comparable work.

## **Key Targets and Milestones for Aim 4**

- All new, or changes to, policies/activities/guidance and Bills between 2010 and 2013 to have been equality impact assessed to the required standard.
- Equality (duty) objectives and actions reviewed annually with key internal and external stakeholders, prioritising areas for action and all business areas to provide progress against actions.
- Review the Secretary of State Report on Disability 2008 and publish revised Secretary of State report 2011.
- Analyse and review employment monitoring data in accordance with statutory obligations at a corporate and local level. Corporate Employment Monitoring Report to be published annually.
- Ensure that declaration levels for all equality demographics at all grades exceed 95% on Adelphi.

## Aim 5: Service delivery

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**Services delivered** in a way that promote equality and respect diversity.

The breadth of the Home Office areas of responsibility - including policing, counter-terrorism, immigration, passports and crime reduction - means that our work is likely to have an impact on almost everyone in the United Kingdom. We also come into contact with anyone who is entering or leaving the country. As a result, the diversity of the people we come into contact with, and offer services to, is immense.

As the Government department charged with 'protecting the public', we have a responsibility to ensure that we consider the many different needs of those we are protecting and serving. This is even more important given that we are a monopoly provider of services and the public can not choose to be dealt with by an alternative provider.

### **Our priorities**

- Gaining a better understanding of the impact of our services on our customers.
- Ensuring HR, Finance and Commercial, IPS and UKBA are responsive to our staff and business equality and diversity needs.
- Improving our engagement with key stakeholders and delivery partners on equality and diversity.
- Work closely with the Equality and Human Rights Commission to ensure that HO responsibilities of particular interest to the Commission are proactively addressed, and that we facilitate engagement with our strategic partners – e.g. the police.
- Deployment of a toolkit for suppliers.

## **Key targets and milestones**

- By 2013, to have identified our key policies and have mechanisms for measuring customer satisfaction across different protected characteristics.
- Customer satisfaction surveys show that people from under-represented groups demonstrate similar levels of satisfaction compared with the majority population group.
- To improve year on year on the positive responses to equality and diversity questions in the department's annual corporate stakeholder research questionnaire.
- By 2013, our top 60 suppliers to have completed a benchmarking scorecard which measures their performance on equality, diversity and inclusion.
- By 2013, all tenders, guidance and contracts with suppliers include equality and diversity considerations to ensure services are provided in line with goods and services provisions.

## **Annex A - Diversity Strategy Programme Board: Terms of Reference**

### Purpose

The programme board will be responsible for overseeing the delivery of the Diversity Strategy and will meet quarterly to review the performance against the following five outcomes:

1. Managers at all levels demonstrate effective leadership on equality and diversity.
2. Potential of under-represented groups developed to create a representative workforce at all levels.
3. An inclusive working environment where staff respect and value each other's diversity.
4. Effective Home Office implementation of statutory obligations on equality and diversity.
5. Services delivered in a way that promote equality and respect diversity.

The programme board will be chaired by the Diversity Champions Network Representative.

### Terms of Reference

- To review the performance against the 5 outcomes of the Diversity Strategy of each reporting area each quarter using the self assessment framework
- To agree the objectives and business benefits of the Programme and ensure they are achieved, including ensuring the Home Office complies with its statutory equalities duties;
- To ensure the availability of required resources; adherence to the Programme budget and value for money;
- To authorise changes to the Programme and advise on developing practices and standards that should be incorporated;
- To ensure all areas of the Home Office Board are represented at Programme Board meetings and at least a director level representative attends.
- To meet as a programme board on a quarterly basis.

### Key Objectives

- a) Ensure that the implementation and delivery of the 3 year Diversity Strategy is integrated and consistent across the department.
- b) Compliance with equalities legislation and duties across the group which include the publication and review of equality schemes.
- c) To make use of balancing measures within the law to create training and development opportunities for staff from under represented groups.



## Annex B - Home Office Equal Opportunities Statement

The Home Office is committed to a policy of equal opportunity for all staff. We will not discriminate on grounds of gender, gender identity, race, disability, sexual orientation, religion or belief, age, those with caring responsibilities, part time workers or any other factor irrelevant to a person's work.

We encourage a diverse workforce and aim to provide a working environment where all staff at all levels are valued and respected, and where discrimination, bullying, promotion of negative stereotyping and harassment are not tolerated.

Assessment for recruitment, selection, appraisal, training and career progression purposes is based both on the individual's ability and suitability for the work. We are committed to providing all staff with opportunities to maximise their skills and achieve their potential, offering flexible working arrangements wherever possible.

As a public authority the Home Office has statutory duties placed on it that require it to promote equality of opportunity and eliminate unlawful discrimination. We expect all staff to assist the department in meeting these obligations. All staff should have due regard for the need to promote good relations between individuals from different groups and work towards achieving equality of opportunity for all.

The Home Office has concluded that membership of any group or organisation that promotes hatred in its philosophy, aims, principles or policies based on gender, gender identity, race, disability, sexual orientation, religion or belief is incompatible with the work and values of the Home Office.

### Who it affects

All staff in the Home Office.

### Date of issue

16 March 2010