



Racial Equality in the Horseracing and Greyhound Racing Industries

June 2004

Executive Summary

In December 2003, the Betting and Racing Branch of the DCMS conducted a survey of 19 horseracing and greyhound racing organisations to find out more about how these organisations addressed the issue of racial equality.

The responses showed that while some organisations had a well developed approach to equality, others lacked some of the basic elements of good practice, such as a formal equality policy. And while the two sports did not identify active discrimination as a problem, there was a clear lack of detailed monitoring to be able to back this up.

The sports face a number of difficulties in increasing ethnic minority participation and developing a strategy to achieve this:

- The small, voluntary nature of some of the organisations concerned
- Historical lack of funding (esp. greyhound racing)
- Expense of involvement in the sport (esp. horseracing)
- Access to facilities (horseracing)
- Opposition of some religious groups to gambling

With that in mind, the report proposes a number of recommendations which, with the help of organisations like Sporting Equals, industry bodies should look to take forward:

- Establish a formal equality policy
- Establish a clear complaints procedure
- Track levels of ethnic minority participation
- Draw on positive role models
- Identify promotional opportunities

Above all, the report recommends following the example of cricket, football, rugby league and others by establishing a central, cross-industry initiative to promote equality and send a positive message that the sports will welcome everyone regardless of their background.

Introduction

Horseracing and greyhound racing pride themselves on being two of Britain's most popular spectator sports and as such are an important part of the social fibre of our society. Between them, they attracted over 10 million paying customers in 2003¹, generating millions in income through the turnstiles. Horseracing in particular can boast of 50-year attendance highs and more race meetings than ever before. And of course, while there are those who watch for the sport alone, there are many more for whom betting is the main attraction. Beyond the racecourse, millions follow the sport from their armchair or in betting shops around the country for this reason. This inextricable link with the gambling industry saw over £10 billion bet on the sports².

The Department for Culture, Media and Sport represents these industries within government, and day-to-day responsibility for industry liaison and policy development sits with the Betting and Racing Branch in that department. The department, like the Civil Service as a whole, is committed to equal opportunity for all, regardless of background and aims to promote this ideal in all bodies with whom the department works. As part of the Betting and Racing Branch's aim to expand their knowledge of the industries they work with, it was keen to find out more about how they approached the issue of racial equality.

The issue of equality in sport is not a new one. DCMS have already highlighted the importance of the issue in the report, 'A Sporting Future for All'³, published in 2000. Also, in recent years, two studies have been carried out to assess the extent to which sports organisations have embedded race equality into their operation.

The first of these was undertaken by Sporting Equals, a partnership between Sport England and the Commission for Racial Equality, which works with governing bodies to promote racial equality within sport. In 1999, they surveyed 62 governing bodies in a wide range of sports and concluded that 'they needed more guidance, support and information to help them address racial equality issues'⁴.

¹ BHB website, www.bhb.co.uk and www.thedogs.co.uk

² Personal correspondence with the BHB and www.thedogs.co.uk

³ *A Sporting Future For All*, Department for Culture, Media and Sport (2000), www.culture.gsi.gov.uk

⁴ *Sporting Equals website*, www.cre.gov.uk/speqs/

In May 2003, the Centre for Leisure and Sport Research at Leeds Metropolitan University published a follow-up study, aimed at charting the progress sports bodies had made to address these issues since the original research. This study questioned the 67 bodies that at that time received grant aid from Sport England, for the very good reason that all those organisations are required, as a condition of their grant, to draft and implement an equality action plan.

Neither horse nor greyhound racing were covered by this study, since neither receives funding from Sport England. Nevertheless, the absence of that funding should not preclude them from implementing good equality practice of their own accord. Therefore this study repeated the exercise with horse and greyhound racing, using the Leeds Metropolitan study of other sports as a benchmark.

Racial Equality Law & Good Practice

The Race Relations Act 1976 makes it illegal to treat a person less favourably than others on racial grounds. This definition encompasses race, colour, nationality, citizenship, and national or ethnic origin.

Sporting organisations are bound by this, like any other organisation or individual, whether or not they have an explicit racial equality policy. But, should they choose, there are a number of ways in which they can go further in demonstrating their commitment to equality.

Around 80 have signed the Racial Equality Charter for Sport, launched by Sporting Equals in March 2000. In signing the Charter, sports bodies make a pledge to create a sporting environment free from racial discrimination of any kind. To date, no horseracing or greyhound racing organisations have committed themselves in this way.

Still further, organisations may set their sights on achieving the Sporting Equals Standard for sport - a three level scheme that gives them the opportunity to evaluate their progress in establishing equality in their sport. Sporting Equals look to organisations to provide evidence of their work, and assess this against set criteria. To date, over 50 organisations are working their way through the different levels of the standard.

With the wealth of expertise and assistance on offer, there is every opportunity for sports organisations to demonstrate that they recognise the necessity of racial equality in sport. This study was designed to show how successful the horse and greyhound racing industries have been at acknowledging and achieving this objective.

Methodology

The study was undertaken using a questionnaire, which was distributed to the major bodies working in both sports. These organisations were selected on the basis that they represented particular elements of the sport or represented the sport as a whole as a regulatory or governing body. The questionnaire was based largely on the one used in the Leeds Metropolitan University study of 2003. A sample questionnaire can be found at Annex A, and a list of organisations at Annex B. Of the 19 organisations that were sent questionnaires, 10 individual responses and 1 joint response were returned⁵.

Broadly, the questionnaire allowed us to assess the current situation with regards to racial equality in the two sports. Did organisations have policies and monitoring arrangements in place? Which specific equality issues were most pertinent to the sport? And how were they being dealt with?

The pooled results would then show us how horse and greyhound racing organisations fared compared to their peer organisations in other sports. Were they setting the example one would expect from sports with as many followers and participants as they both have? Was there scope for improvement, and if so, what could be done?

Unfortunately, the small number of respondents made meaningful statistical analysis difficult, particularly when looking at the two sports in isolation. The percentages and graphs shown below are therefore meant to be indicative only, to give a flavour of the comparison between these two sports and others. There is no suggestion that these results are statistically significant, although they do provide a good illustration of the situation.

The study was also reliant on accurate provision of data from the bodies themselves. It was thought that the report would work best as an exercise in honest self-appraisal. The purpose of the study was not to single out organisations for their good or bad practice in the area of equality. Rather it was to provide food for thought, something upon which the industries as a whole might reflect.

⁵ The joint response has been treated as a single response for the purposes of this paper.

Observations

As context for the statistical analysis that follows, it may be useful to review some of what commentators have had to say on the subject of racial equality in recent years. The topic has come to the forefront of media discussion on a number of occasions, and a number of prominent racing journalists have put their observations forward in print.

Betting

Anyone who has ever spent any length of time in a betting shop will be familiar with the lively and diverse mix of people that congregate there. The betting shop can be a very social environment, with banter about the merits of this horse or that creating part of the atmosphere. Nowadays, betting is an established part of the British leisure industry and attracts all-comers. True, not many women are shop regulars (only 9% of women bet on horses or greyhounds compared to 22% of men⁶) and the popular assumption is that the typical betting shop punter is a working-class male. But certainly in terms of racial mix, commentators have noted that betting shop customers are a remarkably diverse group.

"Go to any South London betting shop", says Peter Thomas of the *Racing Post*, "and you'll hear West Indian accents by the big woolly hatful"⁷. Admittedly this comment hangs on a casual stereotype but the point to be made is clear. His fellow journalist, Bruce Millington, had the same experience watching the popular hurdler, Rooster Booster, in a local betting shop. "As the field turned for home, the first resonant cry of 'Rooosta', in a thick West Indian accent, went up"⁸. Elsewhere, it is the Chinese community that dominate the betting shop. Indeed, betting is part of Chinese culture that has remained constant through centuries of history. Chinese records about betting on chess matches date back to around 300 BC⁹.

Horseracing

But if the betting public is so diverse, one has to ask why the same diversity is not mirrored at the racecourse, in the trainers' yard or on the gallops. "At Hexham", writes Thomas, "it might not rank as the biggest shock of all time to register an all-

⁶ *Gambling Review Report*, Department for Culture, Media and Sport (2001)

⁷ *Racing Post*, Peter Thomas, 20 January 2003

⁸ *Racing Post*, Bruce Millington, 11 March 2004

⁹ *Chinese Culture and Casino Customer Service*, Sandra Galletti (2002), www.urbino.net

white audience, but within the M25 it's barely credible". He is right, in London, nearly 30% of the population are non-white¹⁰, yet very few appear to attend the racecourses closest to the capital.

In the highest echelons of the industry, of course, there are famous exceptions. Racing has benefited enormously from the involvement of the Maktoum family from Dubai since the 1980's. Indeed, some have argued that back then they saved the sport through their devotion to British racing and investment in British bloodstock. Nowadays, they are generally accepted as part of the racing establishment, without any hint of 'tokenism'. Of course, cynics might say that their money could have bought them entry to any elite and Kathy Sheridan in the *Racing Post* has noticed 'traces of festering envy, a smidgen of racism perhaps'¹¹ in their treatment by racing. Nevertheless they are now a fixture in the racing world and coverage of their operation reveals a certain respect for their achievements.

In the weighing room, Italian Frankie Dettori is one of the sport's most recognisable and entertaining ambassadors, with a profile unmatched by any British jockey. To the non-racing public, he is arguably the face of British racing, regardless of his nationality – a fact underlined when he was selected to help launch the BHB's Discover Racing campaign in 2001.

But Peter Thomas in his article comments upon the absence of black jockeys from our racecourses. 'Obviously there's Royston Ffrench', he remarks, but otherwise he could only 'vaguely remember an apprentice, possibly by the name of Brown ... a good few years ago'¹². He goes on to suggest that the dearth of black jockeys might be due to their being too big. But, even if that were true, it would not explain the lack of black minority representation at other levels of the sport.

This last point is picked up by Ian Davies, founder of betting exchange, Backandlay.com. "When I went racing at Towcester last autumn there seemed to be no shortage of Asians there – unfortunately all of them were employed pushing flattened hurdles back into the ground, and I don't see any of them being appointed Chairman of the BHB anytime soon."¹³

The most obvious ethnic influence in racing is Irish. Racing is something of a national pastime in the country, and its top trainers, racehorses and jockeys have 'raided' British racecourses for longer than anyone can remember. At best this

¹⁰ *2001 Census*, Office of National Statistics

¹¹ *Racing Post*, Kathy Sheridan, 20 March 2001

¹² *Racing Post*, Peter Thomas, 20 January 2003

¹³ www.theracingforum.co.uk, "Is racing institutionally racist" thread, 21 February 2004

creates a healthy rivalry with the British, most clearly manifested at the Cheltenham festival every March. At worst, this can lead to the case of trainer Roger Hoad, who was fined by magistrates in 2000 for making anti-Irish remarks to a fellow trainer, believed to be the first time the legislation has led to a prosecution where the victim was Irish.

But these cases of active discrimination and abuse are few and far between and certainly less prevalent than in other sports. The conclusion reached by Peter Thomas, though not entirely flattering to the sport, most accurately sums this up:

"We have a lot of problems in British racing. We have rogues and we have rascals; we have drugs and we have booze; we have criminals and crooked races; we have dopers; we have launderers; and the whole world has seen our dirty laundry being aired in public. But one thing we don't have is racism"¹⁴.

Greyhound racing

The situation in greyhound racing is not dissimilar to that of horseracing. In the betting shop, you will find people from all racial groups happy to invest their money on the sport.

But unlike horseracing, it is difficult to find examples of this diversity at the track. One exception which catches the eye is Steve Hewitt, former clerk of the course at the recently closed Catford track, who is on record as being 'proud to be the black face of greyhound racing'. However, sadly, that comment comes from the report of an employment tribunal which awarded £10,000 to Hewitt for race discrimination against his employers, the Greyhound Racing Association and the Catford general manager.

Naturally, cases like this rise to public prominence, while positive stories do not surface. Yet, despite the proximity of many greyhound tracks to large urban ethnic communities, clerks, dog-handlers and officials from these communities seem to be conspicuous by their absence. The very fact that Steve Hewitt has been quoted as being '*the* black face of greyhound racing' would suggest that he is in a minority of one.

¹⁴ *Racing Post*, Peter Thomas, 20 January 2003

Racial Equality Survey

The survey allowed us to explore some of these subjective observations a little deeper, and, hopefully, provide some explanations for them. DCMS was grateful for the co-operation and honesty with which respondents replied.

Policy

Policy Status

The first series of questions was aimed at finding out whether organisations had established a racial equality policy, who was responsible for it, and how it was distributed.

Of the organisations surveyed by Leeds Metropolitan University, 87% had a formal equity policy. Given that their Sport England grants were conditional on such a policy being drafted, it is perhaps not surprising that the figure should be so high. Even so, the figure represented a big step forward from the 1999 Sporting Equals study, and is indicative of the importance a 21st Century sports organisation places on racial equality. Since the remainder of the respondents, with one exception, were in the process of developing a policy at the time, it is not inconceivable that now, one year on, all of those surveyed would have one.

The racing industries are some way behind other sports in adopting equality policies (Figure 1).

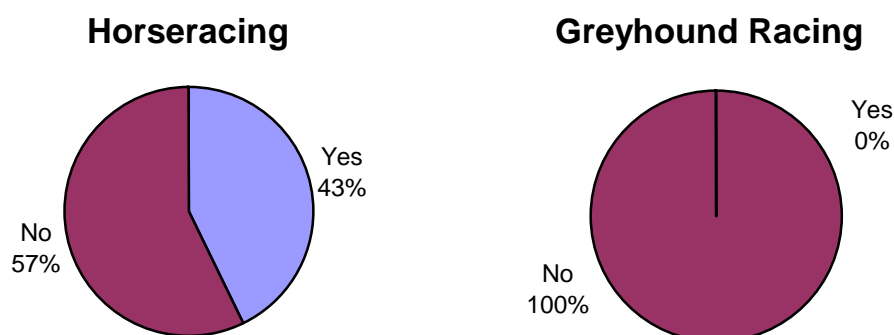


Figure 1: Organisations with a formal racial equality policy

Of the horseracing bodies, only 3 out of 7 of the respondents had policies already in place and none of the greyhound racing bodies did. This not only compares

unfavourably with the bulk of sports organisations in 2003, but also by the standards of the 1999 survey.

That said, there are weaknesses in a direct comparison. The organisations surveyed in 1999 and 2003 were often national bodies representing an entire sport. In contrast, the bodies surveyed in this study were on the whole smaller, and represented only a small sector of a larger sport.

This was borne out to a certain extent when those respondents without policies were questioned on their position. It was not that these organisations saw no value in an equality policy. Instead, there were a number of reasons why one hadn't been developed (figure 2).

	Sporting Equals 1999 Frequency(%)	DCMS 2004 Frequency (%)
A policy is currently being developed	7 (78)	2 (25)
Such a policy is not necessary because our organisation is already completely open	0	4 (50)
Would like to introduce a policy but do not have the resources to administer one	1 (11)	2 (25)
Need professional help and advice to design one	2 (22)	1 (13)
No need at present	2 (22)	N/a

Figure 2: Reasons why a policy was not available

Understandably, given the small size of some of these organisations, there was a feeling that outside help and extra resources were needed to develop fully a racial equality policy. Others were well on the way to developing one. One organisation in particular had had an equality policy for many years, but was revising it in the light of the Race Relations (Amendment) Act 2000 and didn't feel that it was fully developed as yet. Such an approach shows a commendable thoroughness. Yet another organisation did not have a formal racial equality policy, but referred to an equal opportunities policy, although no details were given.

The remainder believed that a racial equality policy was not necessary because their organisation was already completely open. This was more worrying, given that on the whole organisations could not back this up with evidence, such as monitoring of staff appointments (see below).

Of the organisations that did have formal policies, two had a written statement only, but one had developed a specific action plan and was monitoring the organisation's performance against specific targets. This target-based approach was seen by the Leeds Metropolitan study as a particularly effective method, matched by only a few of the organisations they surveyed. In all cases, these policies covered the organisation's staff and two of them extended further to those the organisation was responsible for.

Policy Responsibility

A variety of approaches were taken by organisations in designating policy responsibility within their organisation (see figure 3). For some, the responsibility went as high as board level; in one case, as high as the Chief Executive. Again, this may reflect the small size of some of the organisations studied but nevertheless is a good sign that equality is being taken very seriously.

However, in five of the eleven responses given¹⁵ (45%), no official had been designated as responsible. This was particularly the case in greyhound racing where three of the four organisations were in this position.

Although numbers are very small, a quick comparison with the two existing studies shows how our two sports compare with other sports in this area. In the most recent study, nearly three quarters of organisations had designated a member of staff as lead person on equality. In horseracing the figure was comparable at around 71%.

The situation in greyhound racing, on the other hand, does not even match that found in the 1999 report when almost half 'did not have an officer or other executive responsible'.

¹⁵ One respondent indicated two different areas of policy responsibility

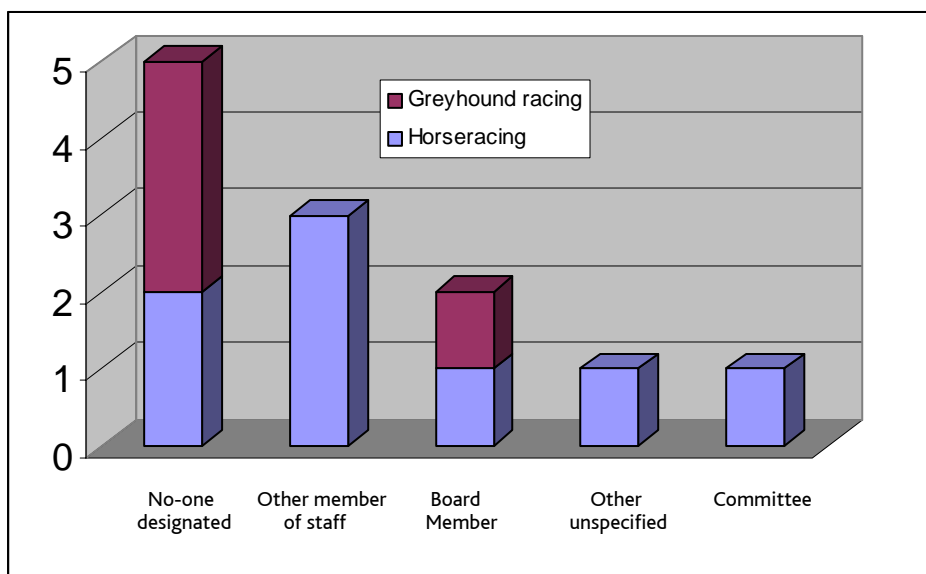


Figure 3: Person with responsibility for racial equality (n=11)

Policy Dissemination

The study asked how organisations chose to disseminate their policies and advice on racial equality and a full range of answers was given. The table below (Figure 4) shows combined results for both sports. Nearly half of the organisations chose to publish their equality advice or policy in their rules – a method which was similarly popular amongst other sports. It should be noted that this figure exceeds the number of formal policies in circulation, showing that those who do not have a formal policy, are at least covering the topic of equality in their rule book. Some organisations passed on their guidance through training and this is discussed further below.

But again, a worrying statistic was that over a third of the organisations did not supply any equality advice. They could not even confirm that they would be able to field specific enquiries on the subject. If organisations feel they have difficulty providing this type of information it does not bode well for the encouragement of diversity in the sport. This could possibly be associated to the feeling highlighted earlier that resources and help were not available to the smaller organisations covered by the survey.

Published in organisation's rules	5 (45%)
Published in specific racial equality booklet	1 (9%)
Included in publicity/campaigns	1 (9%)
Training	3 (27%)
Part of organisation's web-site	1 (9%)
In response to specific enquiries	2 (18%)
Not supplied	4 (36%)
Other	1 (9%)

Figure 4: How awareness of racial equality policies is disseminated

Issues

Identifying the issues

The study also took a look at which equality issues were felt to be prevalent within the sports. The results were striking for both sports, and heartening too, in that no organisation highlighted any active discrimination or abuse. Compared to other sports, where racial abuse had been identified in around 10% of cases in 2002 (down from 38% in 1999) this was very positive. That is not to say that all was deemed to be well. True, 29% of horseracing and 75% of greyhound racing bodies had not identified any specific equality issues of concern. But around half of those surveyed felt that their sport was passively excluding people through a lack of awareness and a lack of representation of ethnic minorities (although in other sports this figure was much nearer the 70% mark).

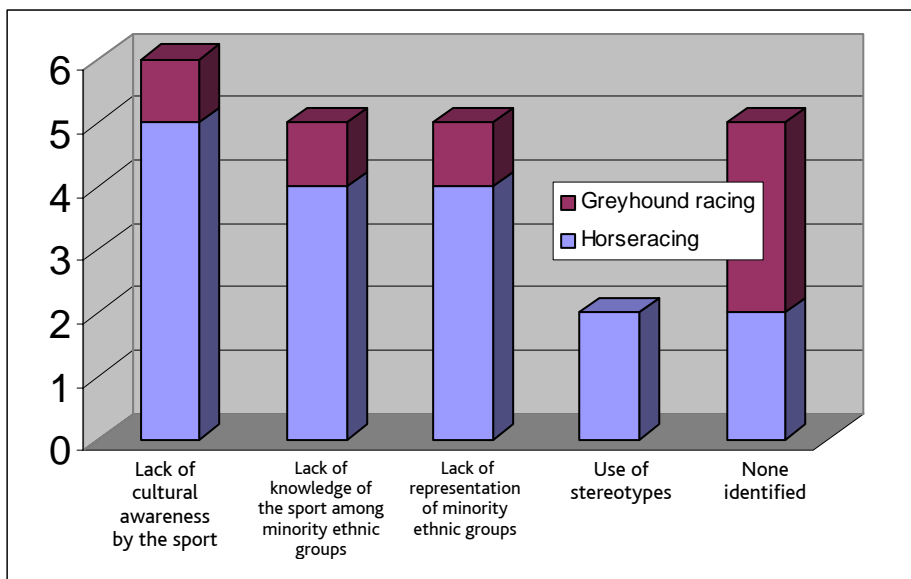


Figure 5: Issues that organisations thought needed attention (n=11)

NB Other options provided which did not receive any responses were: 'Racial abuse from the public', 'Racial abuse from racing professionals', 'Racial discrimination by trainers', 'Racial discrimination by owners', 'Racial discrimination by officials' and 'Racial discrimination by organisations'

Dealing with the issues

The logical follow-up question to this was how well was the sport dealing with these issues? Overwhelmingly, horseracing felt it was aware of the issues and had begun to tackle them. Greyhound racing, on the other hand, did not feel that progress was being made. Either little was being done or the sport remained unaware of any equality issues. As one correspondent put it quite simply, 'there are none'.

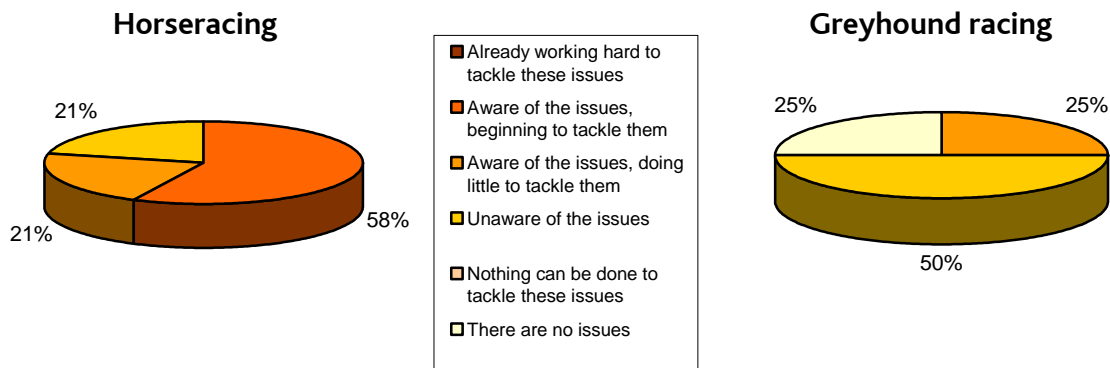


Figure 6: What the sport is doing to tackle the issues

We also wanted to know what steps the individual organisations were taking to combat the issues identified in the earlier question. The responses are summarised in the table below (Figure 7).

	Horse Racing	Greyhound Racing	LMU 2003
Looked for advice from others	4 (57%)		67%
Conducted campaigns	2 (29%)		13%
Provided training	4 (57%)		56%
No specific action yet	1 (14%)	3 (75%)	13%
Other	1 (14%)		16%
There are no issues		1 (25%)	

Figure 7: Steps taken by organisations to address equality issues

The results reveal a remarkable similarity between horseracing's approach to tackling equality issues and that taken by other sports. The majority of our horseracing respondents had sought outside advice and a similar number provided some sort of training. These two methods were the most common in other sports too. A small number still had not taken specific action, and a small number had taken other steps (in our case, a staff briefing).

But the greyhound industry have not taken any specific action in combating equality issues. There are clearly resource difficulties within the sport, and this may provide part of the explanation. One would like to think that the correspondent who again replied 'there are no issues' is right, because otherwise nothing is being done about them.

Taking responsibility for the issues

Regardless of the work being undertaken by the organisations, we thought it interesting to find out who they considered should have responsibility for equality within the sport. It may be that organisations were looking for the pace to be set by others - governing bodies or government for instance. Or they may feel that it was individuals who needed to take the lead. Options suggested by DCMS for this question therefore included the governing bodies (BHB and Jockey Club for horseracing, BGRB and NGRC for greyhound racing), the individual organisations and participants themselves and a range of public bodies (Sporting Equals, Commission for Racial Equality, Sport England and DCMS).

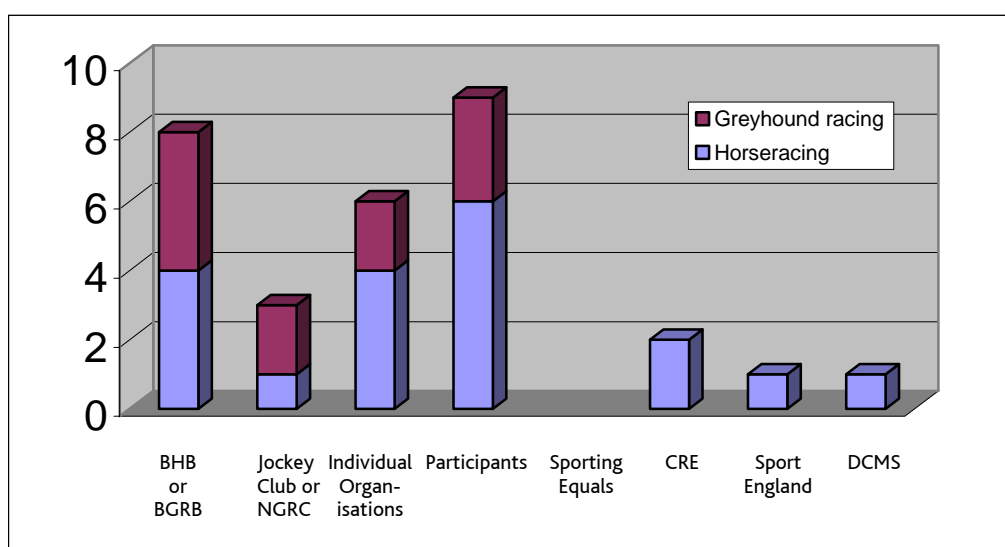


Figure 8:
Where responsibility for racial equality should lie (n=11)

Nearly all felt that participants themselves had to shoulder some of the responsibility for creating an atmosphere of equality within their sport. Beyond that, it was expected that governing bodies should lead by example. All of the greyhound respondents thought the BGRB should be responsible for racial equality and 4 out of the 7 thought the BHB should be responsible for equality in horseracing – these two being the public-facing and promotional bodies within their respective sports, in contrast to the regulatory authorities, the NGRC and Jockey Club.

But at least half the respondents thought that individual organisations themselves should have this responsibility. When looked at in conjunction with the previous question, one might conclude that on the whole, horseracing bodies recognise their responsibility and are acting upon it. At the same time, some greyhound racing bodies acknowledge they have a responsibility but have not acted upon it for whatever reason.

It was noticeable that, largely, organisations were not looking to divest responsibility for equality to outside bodies, although there is expertise there which sports could draw upon.

Promoting the sport

As well as the reactive steps organisations take to address issues in their sport, there is much they can do to be pro-active, promoting their sport among minority ethnic groups. A question to evaluate sport's proactive work was asked in the Leeds Metropolitan study. This seemed even more pertinent here, when both sports had identified a lack of knowledge and representation among these groups as issues for attention.

Only one horseracing organisation was doing no work in this area, with one other not giving a response to this particular question. The responses of the remainder are shown below in figure 9, together with corresponding figures from the previous studies. None of the greyhound groups answered this question, other than the respondent that replied 'there are no issues'.

	Horse Racing	Sp. Eq. 1999	LMU 2003
Target individuals or communities	3 (43%)	39%	47%
Develop links with community groups	2 (29%)	30%	51%
Work with schools	3 (43%)	78%	62%
Work with other appropriate organisations	3 (43%)	N/a	62%
Talent identification among minority ethnic groups	1 (14%)	N/a	18%
None	1 (14%)		
Did not reply	1 (14%)		

Figure 10: How organisations promote participation among minority ethnic groups

Casual observation of the table above shows that racing compares well against the 1999 study in its work targeting and developing links with community groups, although by the standards of 2003, it has fallen slightly behind. In its work with schools and other organisations, on the other hand, it is further behind. In part this is due to the nature of the sport. Being a rural pastime and expensive to get involved in, it does not lend itself to promotional activity of this sort in the way that, say, football does. It is rather more difficult to bring a horse to your local community centre, than a football and a pair of boots.

To some extent the same may be said of greyhound racing, although its mainly urban base would make it easier to promote to large inner-city communities.

A more pertinent difficulty facing both sports is the link to gambling. This is one of the prime attractions of the sport, yet it cannot be promoted to the young or to cultures that disagree with gambling. The sports are thereby robbed of one of their key marketing tools. Nevertheless, if the sports wish to involve more people from minority ethnic groups, they will have to find alternative, innovative ways of promoting themselves to these communities.

Staff

The last section of the questionnaire dealt further with the specific procedures organisations could put in place to monitor equality.

Complaints procedure

Organisations were asked whether they had a formal procedure in place for dealing with complaints about racial discrimination or harassment. The importance of having such a procedure is self-evident, even if organisations did not feel that racial discrimination existed in the sport. Obviously, in an ideal world, a racial harassment procedure would never need to be used. Nevertheless, clear and effective guidelines on how discrimination would be addressed are invaluable in establishing an environment where all individuals feel they will be treated equally.

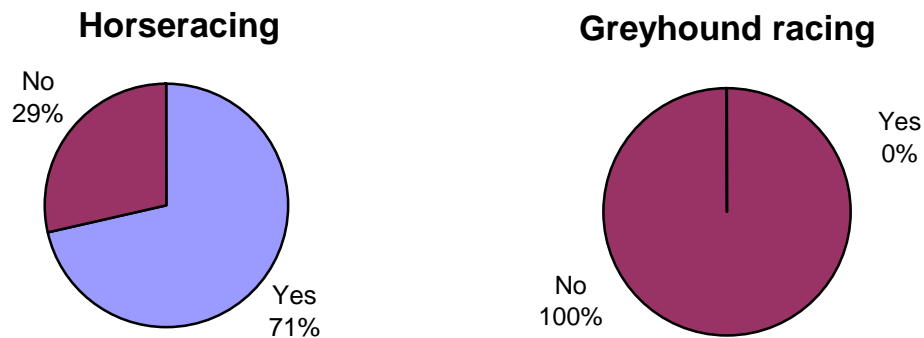


Figure 11: Organisations with a formal procedure for dealing with complaints

Five of the seven horseracing bodies did have a procedure in place, although not all supplied details. Those that did had clear instructions on how to lodge a complaint, and included details on grievance procedure in their employment contract. However, none of the greyhound bodies interviewed produced a formal procedure. By way of comparison, Leeds Metropolitan University's 2003 study found that two thirds of sports organisations had a procedure. Horseracing was therefore roughly in line with sport as a whole, while greyhound racing had some way to catch up.

Training

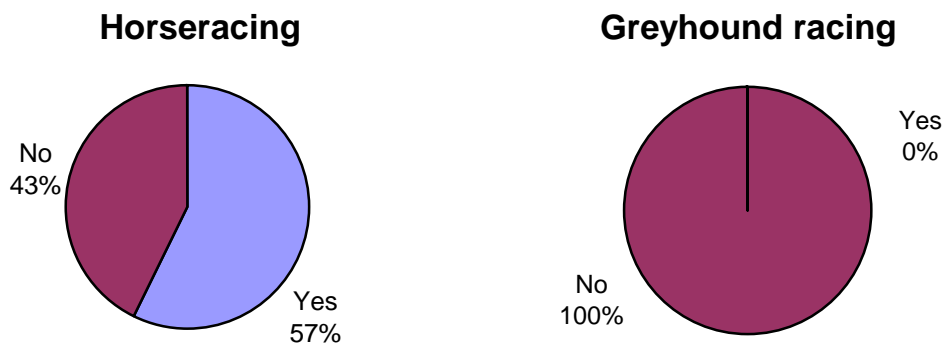


Figure 12: Organisations which offer training on race equality

Another question asked organisations whether they gave their staff any formal training on race equality, and if so, whether it was compulsory. Results followed a familiar pattern (Figure 12).

The majority of horseracing bodies offered training to their staff. Indeed, in three of those four cases it was compulsory for all staff and in the fourth case compulsory for a certain (unspecified) group of staff. One of the organisations had in fact brought in a specialist consultant for this purpose. In contrast, greyhound racing found it difficult to offer this training, again highlighting the resource problems faced by the industry.

Staff appointments

To gain some idea of the racial diversity of those employed in the industry, we asked organisations to give any figures they had on the make-up of their staff. Only one of the organisations in the survey actually undertook ethnic monitoring for staff appointments, but six were nevertheless able to give a figure for the number of their staff from ethnic minorities.

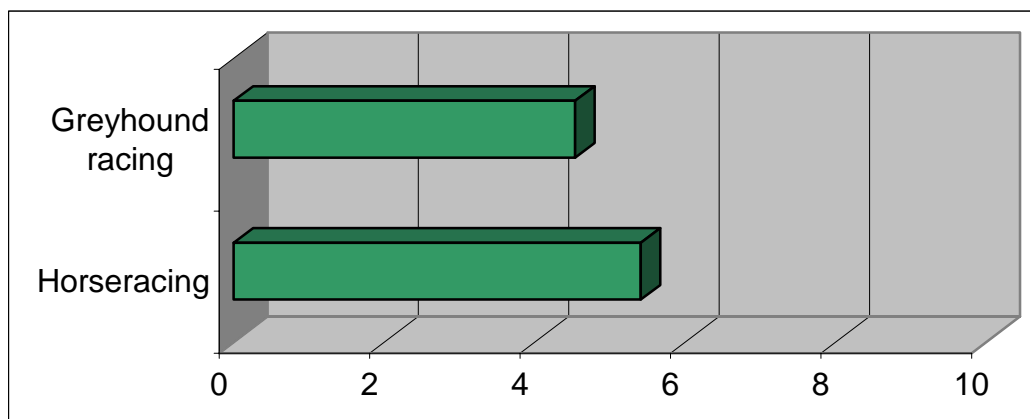


Figure 13: % of salaried staff from ethnic minorities in each of the two industries.

Figure 13 illustrates the proportion of staff from minority ethnic groups in each of the two industries, based on a total of 74 staff from 4 horseracing organisations and 22 staff from 2 greyhound racing organisations. It is difficult to draw a comparison with the sports covered by LMU in 2003, as there were a larger number of non-respondents in our survey, and the results were compiled differently. However, around three-quarters of those who gave an answer to the LMU question had less than 5% of personnel from minority ethnic groups. The figures found in our two sports therefore do not seem dramatically out-of-kilter with those found in other sports.

Resource allocation

None of the organisations surveyed held a specific budget for promoting racial equality, though a couple drew on a general 'campaigns' budget. One particular organisation allocated their time and money to this on an ad hoc basis, while for others racial equality was regarded as integral to other programmes of work. But there were at least four respondents who at present do not allocate any time or money to the promotion of racial equality.

Monitoring

If organisations are going to put resources into promoting equality and commit themselves to equality policies, it makes sense for them also to monitor their progress. Within horseracing, organisations took a variety of steps to monitor equality. Either one or two respondents used each of the following monitoring processes :

- Annual progress reports
- Staff performance appraisals
- Ethnic monitoring for appointments
- Ad hoc surveys
- Learning & Skills Council contract

But three horseracing organisations undertook no formal monitoring, and nor did any of the greyhound organisations.

Advisory bodies

A similarly wide range of approaches had been taken in getting guidance on race equality issues. Individual organisations had approached Sporting Equals, the

Commission for Racial Equality, their LGA, external consultants or the local Learning & Skills Council for help. A large number of respondents had not sought advice yet, although some were clearly keen to find out more about the work of these bodies, presumably given the resourcing problems identified above. Following this report, details of these bodies have been passed to the organisations concerned.

Comments

Each of the organisations were given space to add their own comments on the issue of equality. Most declined to do so, but those that did gave some impression of the general feeling within their industry.

One horseracing body took the opportunity to introduce some of the other methods they were using to tackle inequality. This included an all-staff memo describing the duties incumbent on staff in relation to Race Relations legislation.

Others dwelt upon the difficulties small organisations face in being able to put in place formal standards and procedures, whilst re-iterating their commitment to equality.

"We are a very small organisation employing only 3 full-time staff and one part time. We rarely employ new staff, but, when we do, we employ purely on the merit of the candidate regardless of race or creed." (Horseracing)

"It is an area that has not previously received any priority due to funding and resource issues within greyhound racing. However, I would be happy to meet Sporting Equals to find out if there is any specialist assistance or advice available in drawing up and executing policy in this important area." (Greyhound racing)

But another body felt that it was down to the ethnic minority groups themselves to embrace the sport. The sport was ready if they did.

"I am unaware of any ethnic groups with interest... If they were there would be no discrimination from our organisation. They would be most welcome." (Greyhound racing)

It was noticeable, though, that no respondents questioned the validity of trying to establish racial equality within sport. This was in contrast to the Leeds Metropolitan study in which 6 respondents were deemed to believe 'that racial equality is not an appropriate issue'. One must draw the conclusion from the above comments that at the very least our two sports recognise the value of equality.

Conclusions

The study provided an interesting snapshot of the sports' approach to equality. In some sense the responses were a reflection of the wider situations facing the sports – resourcing worries, entrenched public opinion on the sport, strong traditions, long established methods of operation. Small, under-funded and long-established organisations naturally face problems in promoting themselves amongst minority communities, and, as a consequence of this, may not have developed the procedures and monitoring mechanisms that larger, more modern organisations have. Neither sport has a natural base of participants amongst ethnic minorities (although that cannot be said of those who bet on the sports) and, as much as they would like to, may not feel able to take a proactive approach with the limitations on resources some of them face. That said, there was much good work being undertaken by these organisations. It cannot be assumed that the sports dismiss the importance of equality, and some organisations have made large strides in trying to achieve it.

The purpose of this study, though, was to provide something upon which the industries could reflect. Below are offered some conclusions based on the facts given above, as well as some suggestions of how the sports may choose to develop their approach to racial equality for the future.

Horseracing

Horseracing can take heart from the fact that on most measures it is in line with other sports. There are some exemplar organisations within racing, whose efforts in the area of equality are of the standard that one would expect.

Clearly there are circumstances outside of racing's control which create hurdles for ethnic minority groups taking up an interest in the sport. Racing can be an expensive sport to get involved in, whether as an owner or as a participant. Its rural base makes it even more difficult to get involved in for the bulk of the population in urban areas. To this extent, the lack of ethnic minorities in horseracing may be a reflection of society as a whole. Relatively speaking, those from ethnic minority groups are poorer¹⁶ and are less likely to live in rural areas¹⁷. The twin problems of lack of access and lack of finance, mean youngsters from these groups face a double difficulty in taking up a career in racing.

¹⁶ <http://www.pm.gov.uk/output/page3881.asp>

¹⁷ <http://www.sd-commission.gov.uk/pubs/provocations/37.htm>

But there are areas of the sport where one or both of these difficulties are less pronounced. For instance, many an ambitious jockey has started off as a stable lad or lass, where it requires dedication and commitment, not money to get involved. Pay is low, hours are long and access difficult for those not living nearby, but in theory the barriers to entry should not be that great. Yet it seems from observation, that this route has not produced the number of jockeys or stable staff from minority groups that one might expect.

On the other hand, problems of access should not deter people from getting involved in the organisational side of the sport, given that some organisations are based in London, nor from getting involved as spectators, given the proximity of many courses to major cities. Our survey showed that levels of ethnic minority employment in racing organisations is comparable with other sports, but at the racecourse the mix of spectators, by accounts such as Peter Thomas' above, seems disproportionately white.

Greyhound Racing

Greyhound racing cannot match the resources of horseracing. Owners are not the super-rich, racegoers tend to be from the other end of the social spectrum and the turnover generated by betting is that much smaller. The survey shows how this lack of resources affects a sport's ability to put equality practices into place.

The recently agreed increase in bookmaker's payments to greyhound racing should alleviate this problem somewhat, and allow a small, but important part of greyhound racing's resources to be diverted to the area of racial equality.

At the same time, greyhound racing does not face the same difficulties some sports have in attracting support from ethnic minority groups. Tracks are usually in accessible urban areas and the costs of ownership are not too prohibitive. It is true that careers in the sport are few and far between, and relatively badly paid, but there is no reason why that should deter ethnic minority groups from becoming involved any more than it does white Britons.

Recommendations

In essence, the obstacle facing the sports seem quite clear – a low profile amongst ethnic minority groups coupled with a lack of resources to be able to change this. With that in mind, below are five steps that organisations could take to heighten their profile within the ethnic minority community.

- **Establish a formal equality policy**
This must be the starting point for all organisations covered by this study, regardless of size. Nearly half of the organisations offered some sort of equality advice in their rules. Translating this into a formal policy should be a small and logical step. For the remainder, help with drafting a policy is at hand, in the shape of Sporting Equals, and it is a simple way of demonstrating a commitment to equality within the sport. In itself, a policy will not bring an increase in ethnic minority participation but it is an important marker of openness and appreciation of diversity.
- **Establish a clear complaints procedure**
To add to the transparency of organisations a clear procedure should be available in any case of discrimination. The hope is that it would never need to be used but it is important in establishing an environment of openness. For those organisations that deal with the public, it is a basic matter of good customer relations to have a complaints procedure. After all, both sports regard themselves as part of the entertainment industry; it is common practice in that industry to invite feedback from customers and to display details of how a complaint can be made. For those that are members' organisations, such a procedure is a way of making sure all members feel valued and recognised. To their credit, most horseracing organisations have one, but for those that haven't, and for greyhound racing bodies, again, Sporting Equals are available to help.
- **Track levels of ethnic minority participation**
It became apparent from the study that not much data is available on ethnic minority involvement in the two sports as members of staff, participants or spectators. Only one organisation undertook any ethnic monitoring of staff appointments for instance. A monitoring system ensures that equality policies and statements are not empty gestures and that a sport genuinely offers an equal opportunity for all. More than that, it benefits any organisation to know more about the individuals it attracts. So the benefits are twofold – reassurance that an organisation is not discriminating against sections of

society, and information that will allow it to operate more effectively. A simple monitoring system is easy to operate and cheap to implement. More intensive studies require further resources, but can be extremely beneficial. The public relations benefit of being able to promote a high-level of ethnic minority participation would greatly outweigh the costs of the survey.

- **Draw on positive role models**

It is easy to identify role models from other sports for youngsters from ethnic minority communities. Internationally, Mohammed Ali and Pele have iconic status that reach well beyond their respective sports, but closer to home one can think of Ellery Hanley in Rugby League, Lennox Lewis in boxing and many footballers (John Barnes, Andy Cole, Ian Wright) and athletes (Daley Thompson, Darren Campbell, Kelly Holmes). But where are their counterparts in horseracing and greyhound racing? A pioneering example of what an ambitious individual from an ethnic minority background could achieve in a white-dominated sport would set a path for others to follow. The individual concerned need not be a champion or have a particularly high media profile. Ikram Butt was only a fringe international winger when he played for Featherstone Rovers, yet has been instrumental in the formation of the South Asia Bulls, the nation's first all-Asian Rugby League team. How beneficial would it be for the sport, if a similarly enterprising Asian racehorse trainer, were able to take a group of Asian schoolchildren on a stable tour? (And that is not to say that a non-Asian trainer could not take the same opportunity). The message to both our sports is clear – if there are good role models out there for ethnic minority youngsters much more should be done to promote them.

- **Identify promotional opportunities**

Last year Brighton racecourse held its first 'Gay Day' – a themed race-day during the summer, aimed to attract the large gay community of the city to the races. Up and down the country racecourses have invented a variety of other such themes to help promote themselves. There is obviously scope to follow Brighton's lead and link a themed raceday to an under-represented sector of the community. This need not entail extra expense above what is already being spent on promotional ideas. It can be linked to existing initiatives, as Brighton did by linking with the city's Gay Pride festival. And there are plenty of cultural resources to draw on. Channel 4, for instance, drew thousands to Regents Park for its 'Indian Summer' event, screening an England v India Test Match alongside Bollywood movies. Of course, positive returns may not be immediate – a number of race-goers phoned in to refuse to attend a gay day – but the dividends in holding these bridge-building events can only

be realised in the long term. And a themed day is only one idea of the promotional tools that are available to our sports, there is space for many more ideas along these lines. A concerted attempt to market the sports to ethnic minority groups is needed, and a creative approach should prove of great benefit.

A cross-industry initiative

But there is one thing both sports could do to bring all these suggestions together. Following the example of cricket (Hit Racism for Six), football (Show Racism the Red Card, Kick It Out and Football Unites, Racism Divides) and rugby league (Tackle Racism in Rugby League) the sports could throw their commitment behind equality by establishing a cross-industry initiative to promote equality in their sport. Moreover, while these sports have all set up their initiatives to combat acknowledged problems, our two sports have not identified active discrimination as a problem. Therefore the campaign can be wholly positive, looking at ways in which the sport's profile within ethnic communities can be raised.

This campaign would take the five recommendations above as a starting point and drive the industry towards the goals of signing the Racial Equality Charter for Sport and achieving the Sporting Equals Standard for Sport. It would provide a focal point for work in the area - collating information, identifying good news stories and providing a point of contact for all equality related matters. It would assist smaller organisations within the sport, to project their work to a wider ethnic audience.

But most importantly of all, it would send the message to the world of sport, and to people of all ethnic backgrounds, that everyone is equally welcome to enjoy the pleasures of horse and greyhound racing, whoever they are.

ANNEX A – QUESTIONNAIRE

This questionnaire was used for all horseracing organisations. A similar one was used for greyhound racing with a few necessary amendments (e.g. replacing the term 'Racing' with 'Greyhound Racing').

Name of your organisation:

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Please identify the most appropriate contact (name, job title and address) if it is not the person to whom the questionnaire was sent.

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Q1: Does your organisation have a formal race equality policy?

Yes (go to Q3)	
No (go to Q2)	

Q2: If your organisation does not have a formal policy, which of the following statements most closely represents the organisation's position?

A policy is currently being developed (please state when this will be available)	
Such a policy is not necessary because our organisation is already completely open	
Such a policy has no value in the work of our organisation	
Would like to introduce a policy but do not have the resources to administer one	
Need professional help and advice to design one	
Other	

Please skip to Q5

Q3: In what form is your organisation's policy? (Please include documentation if possible)

Written statement only	
Written statement plus action points and measures, not yet implemented	
Specific action plan being implemented	
Monitoring performance against specific targets	

Other	
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Q4: Which groups is your policy designed to cover?

Staff	
Members	
Racing public	
Other	

Q5: Who is the lead person within your organisation specifically responsible for race equality?

Board member		Committee	
Honorary official		No-one designated	
Other member of staff		Other	

Q6: How is awareness of your policy and advice on racial equality disseminated throughout your organisation? (Tick as many as apply)

Published in organisation's rules		Part of organisation's website	
Published in specific race equality booklet		In response to specific enquiries	
Included in publicity/campaigns		Not supplied	
Training		Other	

Q7: Which of the following do you think are issues in racing that need attention?

Racial abuse from racing public		Lack of cultural awareness by racing	
Racial abuse from racing professionals		Lack of knowledge of racing among minority ethnic groups	
Racial discrimination by trainers		Lack of representation of minority ethnic groups in racing	
Racial discrimination by owners		Use of stereotypes	
Racial discrimination by officials		Other	

Racial discrimination by organisations		None identified	
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Q8: How well do you think racing as a whole is responding to these issues?

Racing is already working hard to tackle these issues	
Racing is aware of these issues, and is beginning to tackle them	
Racing is aware of these issues, but doing little to tackle them	
Racing is unaware of these issues	
There is nothing racing can do to tackle these issues	

Q9: What has your organisation done to address these issues?

Looked for advice from others (e.g. sports organisations, local authorities, equality bodies)	
Conducted campaigns	
Provided training	
No specific action yet	
Other (please specify)	

Q10: Who should be responsible for racial equality in racing? (tick all that apply)

The BHB	
The Jockey Club	
Individual organisations	
Participants (jockeys, trainers etc.)	
Sporting Equals	
Commission for Racial Equality (other than Sporting Equals)	
Sport England (other than Sporting Equals)	
Department for Culture, Media and Sport	

Q11: Does your organisation work in any of the following ways to promote participation specifically among minority ethnic groups?

Target individuals or communities	
Develop links with community groups	
Work with schools	

Work with other appropriate organisations	
Talent identification among minority ethnic groups	
Other (please specify)	

Q12: Do you have a formal procedure for dealing with complaints about racial discrimination or harassment?

Yes (please specify or enclose details)	
No	

Q13: Does your organisation offer training on race equality?

Yes, we offer our own training	
Yes, we use training provided by another organisation	
No, not offered (go to Q13)	

Q14: Is this training compulsory?

Yes, for all staff	
Yes, for certain staff (please give details)	
No	

Q15: Do you undertake ethnic monitoring for staff appointments?

Yes	No
How many of your salaried staff are from minority ethnic groups?	____ out of ____
How many of your members are from minority ethnic groups?	____ out of ____
<i>If precise details are not available please give estimates</i>	

Q16: How do you allocate time and money for promoting racial equality issues? (Tick any that apply)

A specific budget	
Part of a general equality budget	
Part of a general campaigns budget	
Integral to other programmes	
On an ad hoc basis	
None allocated	
Other (please specify)	

Q17: How is racial equality within your organisation monitored and assessed? (Tick all that apply)

Annual progress reports	
Staff performance appraisals	
Ethnic monitoring for appointments	
Audit of members	
Ad hoc surveys	
External research	
Other (please specify)	
No formal monitoring process	

Q18: Have you worked with any of the following bodies on race equality issues?

	Yes	No	No, but would like to know more about their work
Sporting Equals			
Commission for Racial Equality (other than Sporting Equals)			
Sport England (other than Sporting Equals)			
Local Government Association			
Other sporting bodies (please specify)			
Other (please specify)			

Q19: Please add any further comments in the box below:

ANNEX B – RESPONDENTS

The following organisations were sent postal questionnaires:

BRITISH HORSERACING BOARD
BRITISH HORSERACING TRAINING BOARD
THE JOCKEY CLUB
THE JOCKEYS ASSOCIATION OF GREAT BRITAIN LTD
THE NATIONAL STUD
NATIONAL TRAINERS FEDERATION
NORTHERN RACING COLLEGE
THE RACECOURSE ASSOCIATION
RACEHORSE OWNERS ASSOCIATION
STABLE LADS ASSOCIATION
THOROUGHBRED BREEDERS ASSOCIATION
THE BRITISH RACING SCHOOL
HORSERACE BETTING LEVY BOARD
AMATEUR JOCKEYS ASSOCIATION
NATIONAL GREYHOUND RACING CLUB
BRITISH GREYHOUND RACING BOARD
FEDERATION OF BRITISH GREYHOUND OWNERS ASSOCIATIONS
GREYHOUND TRAINERS ASSOCIATION
GREYHOUND BREEDERS FORUM